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ABSTRACT

This issue of "The Bookmark" contains 23 essays examining the challenges facing public library trustees and changing community needs. Topics considered include: the role of the trustee, fund raising, lobbying and the legislative process, library building programs, library automation, literacy, intellectual freedom, information access, preschool library programs, library standards, and library planning. Also included are several general articles on public libraries in the future, an article tracing the history of the New York Association of Library Boards (NYSALB), and a report of the Regents Advisory Council on Libraries to the Board of Regents Cultural Education Committee. Most of the articles include bibliographic references. (EW)

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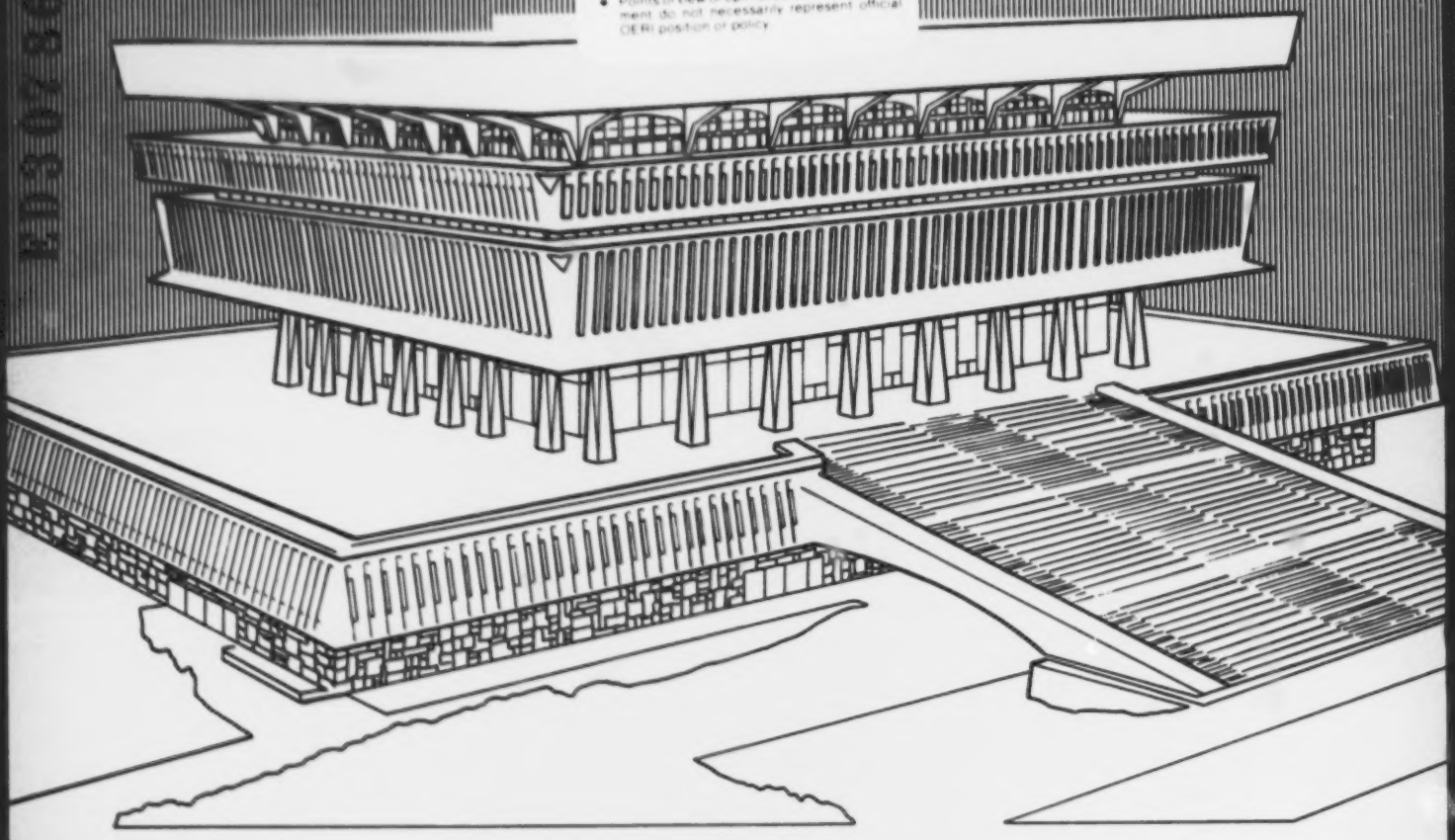

The Bookmark

THE UNIVERSITY OF THE STATE OF NEW YORK / THE STATE EDUCATION DEPARTMENT / THE NEW YORK STATE LIBRARY

The Public Library Trustee and Changing Community Needs

Summer 1987

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The Bookmark

VOLUME 45 – NUMBER IV SUMMER 1987

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Joseph F. Shubert and E. J. Josey, *Coeditors*; Alice Britenbaker, *Editorial Assistant*.

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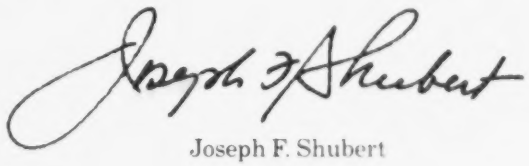
INTRODUCTIONS

FOREWORD

This is the second issue of *The Bookmark* to have been prepared by a guest editor. We are fortunate to have Eleanore Galant, former Director of Publications at Skidmore College and since 1985, a member of the board of directors of the New York State Association of Library Boards. Galant has served both as a trustee of the Saratoga Springs Public Library and as a trustee of the Southern Adirondack Library System.

In addition to the several articles on "The Public Library Trustee and Changing Community Needs" which Mrs. Galant has planned and assembled, this issue of *The Bookmark* includes the May 1987 report which the Regents Advisory Council on Libraries presented to the Regents Committee on Cultural Education.



Joseph F. Shubert

THE PUBLIC LIBRARY TRUSTEE AND CHANGING COMMUNITY NEEDS

The past decade has seen revolutionary advances in information and communication technologies changing the ways in which people live and work; changes in the economy that affect planning and financing of public services and demographic changes demanding new approaches and programs.

How have library trustees met the challenge of these changes in their communities? What is the role of the trustee in the development and future of libraries in New York State?

This issue of *The Bookmark*, devoted to the theme of "The Public Library Trustee and Changing Community Needs," addresses these questions. Public library trustees, library directors and administrators, legislators and academicians share their views and experiences in 23 essays, ranging from a discussion of fundamental responsibilities to topical issues of current interest.

Four articles focus on the importance of good organization, planning, public relations and budget and finance. Shirley Lang stresses the importance of a clear, concise set of bylaws, a policy manual and a plan to give all trustees an understanding of their duties and responsibilities. Elizabeth Manion considers planning a powerful process and cites as valuable resources the recently published manuals *Planning and Role Setting for Public Libraries* and *Output Measures for Public Libraries*, prepared by the Public Library Development Project. Esther Lopato challenges trustees in an article entitled "Does Your PRQ Match Your IQ?" She, too, espouses a public relations plan for the trustee who must be a disseminator of information, an assessor of community needs and a lobbyist, among other activities.

The all-important question of financial responsibility is the thrust of an article entitled, "The Library Trustee as Oliver Twist," by trustee Robert Sachs and library director Harry Dutcher. They discuss budget and finance, focusing on overall financial tactics and strategy, a specific plan, where the funds come from and how to address this need.

The increasing importance of non-tax funding is stressed by D. L. Hobert, who views fund raising as a primary responsibility of the trustee, a responsibility to which every trustee must be committed. She discusses finding where the funds are and how to get them.

Daniel Casey, on the other hand, is a strong exponent of the "team of trustee, librarian, friend and patron" in seeking increased financial support from both public and private funds. He in-

volves legislators at every step of the fund-raising process and concentrates on lobbying techniques which begin in the local library and go all the way to the nation's capital.

Senator Hugh Farley and Assemblywoman Cynthia Jenkins give legislators' views of the role of the trustee in the legislative process. Senator Farley sees trustees as mediators and facilitators and credits them, along with library personnel and the Legislature, for the increased funding for libraries, capital expenditures and technological achievements realized in the past few years. Assemblywoman Jenkins believes it is essential for trustees to take leadership roles in the legislative process in responding to the funding and library legislation needed for the communities or institutions which they serve. They must be as aggressive in the legislative process as are the governing boards of corporations.

At some point all trustees need information on library law. An article by Joseph Eisner on "The Library Trustee and New York State Library Law," subtitled "A Brief Introduction," might well be considered a handbook, although the author points out that it highlights only those statutes and opinions of State agencies which affect public and association libraries. His article, however, directs readers to additional comprehensive sources of information on this subject.

For trustees and library directors contemplating building construction or remodeling, "Beginning a Library Building Program: What the Trustees Must Know and Do" by trustee L. Robert Dunstone and library director Fay Ann Golden offers a step-by-step plan based on their experiences in Liverpool, New York. Their plan, which has many suggestions on planning, publicizing, financing, hiring architects, etc., begins with good board-director communications and finishes with the grand opening of their building.

Moving from articles on the basics of organization to some personal viewpoints are four essays which reflect their authors' reactions to library experiences. Kate Sullivan, as "The New Kid on the Board," gives a refreshing account of her introduction to trusteeship and learning the specific problems and concerns of the library and broader issues facing the library field. As a local library trustee, Kenneth Bollerud comments on his experiences with the System and its services and the more global perspective he acquired from association with the System.

In a lively and colorful account of the early years of the New York State Trustees Association (chartered as the Library Trustee Foundation in 1950), Harold Hacker charts the accomplishments of the Library Trustee Foundation (LTF), beginning with the passage of the first State aid law in the nation in 1950. Allan Boudreau picks up the story of the New York State Association of Library Boards, successor to The Foundation, in 1970, heralding some of its accomplishments, including the initiation of the Trustee Institute in cooperation with the Division of Library Development.

Roberta Cade discusses the two-way relationship of the New York State Library and trustees in "The New York State Library and Trustees: Working With Winners." Trustees' support of the Research Library and the Division of Library Development is fundamental, and the Division assists trustees through the Trustee Institute, institutional workshops, publications and other resources.

The eight remaining theme articles in this issue are concerned with topical interests, beginning with children's library services. In an article entitled "Godparents: The Role of the Public Library Trustee in Services to Preschool Children and Their Parents," Julie Cummins points out that providing service to children is the foundation of public library service; it builds future library users and supporters. Citing the 1984 *Standards for Youth Services in Public Libraries of New York State*, she calls on trustees as "godparents" to recognize the importance of library services to children, to be responsible for providing such services (children's materials and a children's librarian) and to be responsible for their financing.

"Library Automation with the Microcomputer" is a joint essay by trustee Arthur Newkirk and library director Barbara Germain. Newkirk advises other trustees on computer uses in the library, the trustee role, where to start and where to get information. Barbara Germain reports on "the facts of life" – an overview of the basis of their automation plan, a two-system cooperative effort; systemwide microcomputer projects; and financing, staffing and translating the computer to "break the ice" for staff and trustees.

At a time when freedom of information is once again being challenged, Gerald Shields' essay on "Intellectual Freedom and Trust in Library Trusteeship" is particularly relevant. He calls for trustee readiness before censorship demands are made on the library and recommends the adop-

tion of a comprehensive materials selection policy establishing the trustees as the legally constituted body responsible for development of the collection of materials in the library. His detailed list of criteria to be considered in the selection policy should be helpful to trustees seeking to establish a selection policy in their library. He recommends that trustees become familiar with the Code of Ethics adopted by librarians through the American Library Association.

"The Right to Information Access" by E. J. Josey strikes at the "sustained attack that is being made on the public sector, public services, certain professions and just about all the labor unions." He cites the role of the Federal government in expanding its authority to classify materials, to increase the cost of use of public access laws and to establish standards that would downgrade Federal library and information positions, among others. To combat these actions, he urges librarians and trustees to find out what's going on, get involved and get organized.

The challenge of literacy is the subject of two articles. "The Metropolitan Library Trustee and the Challenge of Literacy" was written by anonymous students of the Queens Borough Public Library and Albert J. Ungar, a trustee. Ungar, president of two opinion research firms – Century Research Corporation and Century Opinion Polls, was instrumental in introducing to QBPL an innovative market research program to help make the Library more useful to its "clients" and to show ways to reach those not using the Library. With circulation increased 90 percent in seven years, the library now has an annual circulation of more than 11 million, making it larger than that of any public library in any other U.S. city. In a fascinating report on how an adult literacy program has completely changed peoples' lives, the authors discuss the funding and expansion of the program, market research, mass media and other methods used in reaching out to illiterates.

The second literacy article, "To Read or Not To Read: Trustees and the Challenge of Literacy" by trustee Vivian Mendelsohn and Carol L. Sheffer of the Division of Library Development, discusses the need for literacy on the part of both new residents in the country and thousands of English-speaking, native-born adults. Citing the figure of one in five adult Americans as functionally illiterate, they point out the monetary and human cost of illiteracy and suggest how library trustees can help by investigating literacy needs of their communities, offering support of physical meeting space and audiovisual materials, financial support and lending their skills to the literacy effort.

In "Stepping Up Standards," Elizabeth Manion, chair of the Committee on Minimum Public Library Standards for New York State, reports on the work of the Committee, which was appointed by the Division of Library Development in 1987. Since standards had not been reviewed for 37 years, the task was both challenging and critical, entailing a comprehensive review of existing public services; development and analysis of a questionnaire and survey; preparation of a draft document, *Quality Public Library Service in New York State: Minimum Standards and Levels of Excellence*; holding statewide informational meetings; and preparing a second draft for dissemination, field action and review. Why, the author asks, in a country priding itself for generations on striving for increased productivity and excellence, should public libraries not strive to upgrade their essential position as lifelong learning centers that are funded viably, governed with vitality and staffed vigorously and professionally?

In a concluding and provocative essay, "Public Libraries After 2,000 A.D.: An Essential Public Good," library school dean Richard Halsey looks ahead several decades to a time when interactive systems and networks will become integral to public library operation, empowering them as community information research centers, and when the basic definition of what constitutes the public library will be redrawn. This shift will involve all aspects of the library – budgetary, legal, sociological, governance and staffing – and will require intellect, good will, fervor and creative imagination. For trustees who will face major challenges, he develops an action agenda. "The public library trustee," he concludes, "is positioned to be facilitator of a truly holistic process employing an alliance of innovators, a broad and durable educational presence in the community, a work force that could enable the public library to fully achieve its destiny as a universal public good and symbol of human progress in the 21st century."

Eleanore Galant

THE ROLE AND RESPONSIBILITY OF THE PUBLIC LIBRARY TRUSTEE

By Shirley Lang, President, New York State Association of Library Boards, Syosset, NY

Congratulations! As a library trustee, you are a member of an extraordinary group of very important public officials. Your job is both simple and complex, rewarding and demanding – most times it is fun and sometimes frustrating. You need no special training, just a little patience, common sense, a great love for the library and the desire to improve the services it provides to your community.

A trustee is defined simply as: "A person, usually one of a body of persons, appointed to administer the affairs of an institution." [1] "The board of trustees of the library is a corporate entity and has the same powers as the trustees of any other corporation authorized under the laws of the State." [2] "Ordinarily the management of the property and affairs of the corporation is vested in a board of directors...Directors...are charged with the administration of [the corporation's] internal affairs and the management and use of its assets." [3]

In asserting administrative responsibilities regarding the affairs of the library, trustees in New York act in accordance with Federal, State and local laws, including but not limited to New York State General Municipal Law, Public Officers Law, Education Law, etc.

The Board of Trustees:

- is the responsible body to hold and administer library property and funds
- determines the purpose of the library and adopts written policies to govern the operation and programs of the library
- has the financial responsibility for everything that pertains to the library, including the preparation of the annual budget
- appoints and sets the salary of the head librarian/director.

Authority is delegated to the director by the trustees to manage and operate the library.

The trustees have the final responsibility for everything that pertains to the library, its purposes, policies, functions, organization, services, its governmental and public relations, its expenditures and costs, and its growth.[4]

At first, all of this may overwhelm you, but there is a sure-fire way to make your job as a trustee easy and fulfilling. The secret is good planning. Start with a current, concise set of Bylaws. My library's (Syosset Public Library) Bylaws take only 2 pages of our 80-page *Policy Manual.*

Bylaws:

A. Membership – five-member Board
B. Meeting – monthly regular, special and executive
C. Quorum
D. Officers – election, definition, duties
E. Vacancies and Resignations
F. Amendments to the Bylaws
G. Committees of the Board
H. Order of Business – agenda [5]

The rest of our *Manual* sets out the library's policies and procedures in a clear and well-defined way so that the Board and staff work within the same, distinct set of rules.

Every library board should draw up an annual plan with an objective outline of what has to be done. This permits everyone to operate from the same base. Consider the following categories as headings for your own planning procedures:

1. Grounds, buildings and equipment
2. Collection, all media
3. Programs and services
4. Personnel

Have frequent reports on each of the above to anticipate budget needs and resolve problems before they become major issues.

The fiduciary responsibility of trustees is to secure and use public funds in accordance with the law. This is most apparent in the annual ritual of preparing an operating budget for the coming year. Salaries and employee benefits, capital improvements, collection development, programs, etc. all compete for the limited tax dollars.

Your enthusiasm for the library and the invaluable service it performs for the community makes you the successful spokesperson who goes out and gets the budget approved.

On occasion, the role of trustees as policy makers becomes blurred with that of the director who is responsible for the implementation of the board's policies. A job description for the trustees as well as for the director should be in the policy manual.

The American Library Trustees Association publishes an excellent "Ethics Statement for Public Library Trustees." I suggest that every library board adopt a similar statement. In addition, the ALA Library Bill of Rights and Freedom to Read Statement should be included in every materials selection policy.

As trustees of an outstanding educational institution, board members are well advised to learn all they can about trusteeship. One learning opportunity is the Annual Trustee Institute cosponsored by the Division of Library Development and the New York State Association of Library Boards. Library systems can conduct workshops for trustees also. The more you learn, the easier your job will be.

The bottom line is that this exciting and challenging position pays well. Not in dollars, of course, but with public recognition, with stature in the community, with immense pride and with the satisfaction of knowing that what you are doing is greatly appreciated by your constituents.

On their behalf, I thank you for a job well done.

REFERENCES

[1] *Random House Dictionary*, p. 1521.

[2] Trustees of Long Beach Public Library vs. Board of Education, *50 State Department Report 509*, 1935.

[3] *McKinney's Consolidated Laws of New York, Annotated, Book 37, Not For Profit Corporation Law*, St. Paul, MN, West Publishing Co., 1970. Sect. 701, Note 1.

[4] Syosset Public Library, *Organization and Operations Policy Manual*. (This is a School District Public Library; all items may not apply to other types of libraries, i.e., Association, Municipal, etc.)

[5] *Ibid.*

PLANNING: A POWERFUL PROCESS

By Elizabeth Manion, Director,
Marlboro [NY] Free Library

Do you as a trustee *really* know why your library is always closed on Tuesdays rather than Wednesdays, why your neighbor never visits the local public library, why your budget has not received a tax supported increase for the last four years, or why teenagers and young adults seldom use your library except for help with homework assignments?

There is no better time than *now* to begin finding the answers to these or similar questions; the key that will open Pandora's box is the planning process.

Planning can be as simple or as sophisticated as your needs, resources and energies permit, but the essential element is your desire to discover why you, i.e., the library, exist, what you are doing and where you are going.

No public library is too small, too busy or too poor to plan and, as a matter of fact, you are planning every time you make a decision between alternative courses of action.

PLANNING SOURCES

Fortunately for all of us in New York State, help in establishing a planning process and an eventual plan of service that is unique for your library and your community is available from many sources. Look for assistance from:

1. Neighboring public libraries that have already developed a service plan and can share with you experiences and recommendations
2. Your public library system and its consultant staff who can provide background materials, workshops and a copy of the system's long-range plan, which should furnish you as a member library with an index to expectations of services
3. The New York State Division of Library Development where staff members are available to answer your questions and disseminate information about trends, policies, issues and concerns of the library profession
4. The two manuals, *Planning and Role Setting for Public Libraries* and *Output Measures for Public Libraries,* both published in June 1987 by the Public Library Development Project (PLDP) and available from ALA Publishing Services
5. The Public Library Data Service (PLDS), which is currently being tested and is scheduled for implementation during 1988
6. The bibliography at the end of this article

All of the above resources will be invaluable to you as you begin to work toward the development of a plan of action that focuses resources of personnel and money on providing services that your community needs and wants, but, because of their unique usefulness, your attention is especially directed to the PLDP publications.

PLDP PUBLICATIONS

The Public Library Development Program was initiated by ALA's Public Library Association and New Standards Task Force and had previously published manuals, *A Planning Process for Public Libraries*, 1980 and *Output Measures for Public Libraries*, 1982, meant to assist libraries in the areas of planning, measurement and evaluation. After several years of experience with these two tools, strengths and weaknesses became apparent, and revisions that stressed the need for library service tailored to specific communities and based on local decision-making were initiated.

Planning and Role Setting for Public Libraries describes an understandable approach to library management that:

1. offers specific guidelines for preparing to involve your library in the process of planning
2. suggests ways to collect information about your library and your community that are efficient and cost-effective and emphasizes the fact that much of the information you need is readily available
3. defines eight possible roles or profiles of services and activities that may be offered at your library and are finely tuned to your collection, staff and facility's resources. You may choose to be a Community Activities Center, a Community Information Center, a Formal Education Support Center, an Independent Learning Center, a Popular Materials Library, a Preschoolers' Door to Learning, a Reference Library, a Research Center or any combination of the above which has the greatest potential for increasing the value of your library to your community
4. helps you to narrow the priorities of your library so that a mission statement can be authored that clearly expresses your library's purpose
5. directs your attention to the establishment of goals and objectives that help your library identify its most important areas of activity
6. outlines the importance of writing a planning document that formalizes your work and communicates

your decisions to the entire library board, staff, community and local governing bodies
7. emphasizes the importance of reviewing the results of your work, establishing timetables and making provisions for the continuation of the planning cycle

A notable feature of the manual is the inclusion throughout of the recognition that different sizes of libraries may approach the process from differing effort levels. Illustrative examples are provided in each chapter for carrying out the planning process from a basic, moderate or extensive vantage point, and libraries are encouraged to choose the level that best addresses each one's individuality.

OUTPUT MEASURES FOR PUBLIC LIBRARIES

Designed to work as a companion volume to *Planning and Role Setting for Public Libraries*, *Output Measures for Public Libraries*, second edition, contains all the ammunition needed to undertake quantitative analysis of statistics that deal with the operation of your library. Abundant blank forms for use or modification by your library provide you with the means to:

1. assess current levels of performance
2. diagnose problem areas
3. compare past, current and desired levels of performance
4. monitor progress toward your library's mission, goals and objectives

By measuring such facets of your library operation as:

1. library visits per capita
2. registration as a percentage of the population chartered to serve
3. circulation per capita
4. in-library materials use per capita
5. turnover rate
6. materials availability
7. documents delivery
8. reference transactions per capita
9. reference completion rate
10. program attendance per capita

you have reliable data available to determine the effectiveness of your library service program.

PUBLIC LIBRARY DATA SERVICE

To enhance the local planning initiative and strengthen the value of collected measurements, the Public Library Data Service (PLDS), due to appear in 1988, will make available a nationwide information bank of statistics from public libraries that will contain facts on selected output measures; chosen library profiles; internal data such as operating costs, personnel and holdings; external data such as population chartered and actually served; and the demographics and socioeconomic indicators of given localities.

Paperwork does not make perfection, but careful and individualized planning can produce a blueprint for the excellence of service that should be our primary pulse. I guarantee you that initiating a planning formula for *your* library will help you to better articulate your library's needs to patrons and funding bodies, help you to be ready with formulated objectives when construction or grant funds become available, help you to cope with the decisions that must be made when reallocation of funds is necessary, and, most of all, help you to know why you exist, what you are doing and where you are going.

As the planning process takes shape and substance in your library, you will know why you choose certain days and hours of opening and closing, what your neighbor doesn't find at your library that keeps him or her away, whether you really need additional dollars to support the library program you propose and which services and collection enrichments you need to bring the young adults of your community flocking to the library.

Libraries are public service organizations, but never overlook the fact that libraries are also businesses. Successful trustees, just as successful business managers, must be accountable and able to articulate the value of their needs and their product. Just as the business community must develop, advertize and sell a product that the buying public desires and will purchase, so the public library trustee must create an environment wherein excellence of library service is delivered to a clientele willing to pay for a product that adds something positive to the quality of life in a community.

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DOES YOUR P.R.Q. MATCH YOUR I.Q.?

By Esther W. Lopato,
Vice President, Board of Trustees, Brooklyn Public Library, and
Regional Vice President, American Library Trustee Association

The term "public relations" has become a catchword for a broad range of activities including advertising, soft and hard sell, image promotion, communication, the acquisition of good will, etc. Certainly the world of big business regards it as a *sine qua non* for success. Libraries, too, must rely on good public relations. They are public institutions which need public support and funding for their existence. They have to justify this support by demonstrating to the public the vital services they perform daily for the community and the abundance of resources they have for meeting a multitude of community needs. The parameters of public relations appear to be very broad. *Webster's Third New International Dictionary* defines public relations as:

> The promotion of rapport and goodwill between a person, firm or institution with other persons, special publics, or the community at large through the distribution of interpretative material, the development of neighborly interchange, and the assessment of public reaction...the measure of the extent to which an organization has adapted itself to society.

RESPONSIBILITY FOR PR

All of this can be directly related to libraries and library trusteeship. Public relations is one of the most important responsibilities of a library board. So very much of what a trustee does has a public relations element or impact. Every library should have a public relations plan or policy which relates directly to the goals and mission of the library. Every library should have at least one creative staff person to be responsible for and to coordinate public relations activities. In large urban libraries a number of staff people are involved. However, actually everyone in the library meets the public in one role or another, whether it is in answering phone calls, checking out books, assisting with reference problems or even in custodial care of the library premises. There should be some orientation or training for all library personnel which alerts them to their responsibility in presenting a favorable and hospitable image of the library to the public.

"Library awareness...considered one of the global goals...."

While the library board sets public relations policy and the staff implements that policy, the trustees have their own responsibility toward the public. Library awareness was one of the goals which resulted from the White House Conference in 1979, and it was also the theme of a recent American Library Association conference. It might well be considered one of the global goals of library public relations.

PUBLICITY

Publicity, which includes the distribution and dissemination of information and material, is a prime component of public relations. There are many effective methods of disseminating information about the library's services and programs, most of which are undertaken by the staff. The annual report can be a very valuable piece of public relations. It provides a public record of the library's operations, services, administrative personnel, statistics and financial condition. It should be published in an attractive format and widely circulated. Every library should have a newsletter, bulletin or calendar which details its activities and programs, preferably issued monthly. Special brochures, colorful flyers and announcements prepared with flair and imagination always attract attention. These publications should be available in the library and should be mailed to schools, institutions, civic, community and business organizations, museums and other cultural institutions. Legislators, too, should be on the mailing list. Contact should be maintained with the local press and local radio stations so that they can publicize announcements of library happenings, which they frequently do on a *pro bono* basis.

However, trustees have a responsibility beyond this. Lots of people do not read small notices in the local press, lots of people do not listen to radio much anymore and TV time is much too expensive for libraries to afford. The library trustee, in his profession or business outside the library world, should make this information known as widely as possible in the circle in which he or she travels. Many citizens still regard the library simply as a repository for books and a place to look up something for research purposes. They are not aware of the extent to which libraries perform vital services for every segment of the community: free films and meeting rooms for senior citizens and other community groups; storytelling and arts and crafts for preschoolers; parenting for young mothers; coordinators who extend library

services to day-care centers, prisons, hospitals, and the homebound; special services for the hearing and visually handicapped; records and cassettes for people who cannot afford expensive music collections in their homes; framed prints to be borrowed and hung temporarily in the homes of art lovers; classes in literacy; career guidance and job information for the unemployed and for young people considering career possibilities; free lectures, demonstrations, recitals and exhibits by local artists; technological and financial information to business – all of this in addition to the wealth of resources available to students and scholars engaged in research, and the accessibility of the general public to a world of reading material! Trustees, whenever and wherever possible, must disseminate this information, thus playing an important public relations role.

RAPPORT WITH OTHER GROUPS

The promotion of rapport and goodwill with other institutions, special publics and the community at large should have high priority in any public relations program. Library staff should be encouraged to coordinate their activities and programs with schools, universities, museums, senior citizen centers, institutions and civic, arts and community groups. Trustees interact with many civic leaders, politicians, businesspersons and professional colleagues with whom they can extend and reinforce the staff's public relations efforts. There have been efforts in recent years, particularly in large urban areas, to have boards of trustees which reflect the diversity of the population. This is a plus in public relations since it provides access to and feedback from greater numbers of people.

Trustees can perform a valuable public relations role by appearing as speakers in behalf of the library. At one community meeting in my neighborhood there were complaints about the short supply of best sellers and children's books in the local library. I was present and explained that our book budget was very limited at the time and that we would certainly welcome any help or suggestions. This "neighborly interchange" resulted in the formation of a Friends group which raised a substantial sum of money for the purchase of additional books. These Friends consequently felt they had a stake in their library, and they continue to offer assistance wherever it is needed.

The assessment of community needs and public reaction should be an ongoing concern of both staff and trustees. They should have their fingers on the pulse of the community to learn what the people are thinking and what their needs are in library services. When cuts in aid appear imminent, community groups can be enlisted to attend hearings and contact legislators to counter budget cuts. Public relations is heavily intertwined with politics. Votes are crucial and public reaction counts heavily with legislators. Assessment of needs can be accomplished in a number of ways – surveys, questionnaires, suggestion boxes and contacts and meetings with various segments of the community. An attitude of openness and accessibility to the public is helpful in carrying out any assessment.

MEETING NEEDS

Libraries have a history of adapting to the needs of society. During the past decade there has been a rise in illiteracy, particularly in large urban areas, resulting from a large influx of non-English-speaking people as well as numbers of native-born Americans who, for one reason or another, did not learn to read. No civilized society can afford that. Illiterate people find it difficult to obtain and keep employment and to become effective citizens. Libraries have responded to this need by instituting literacy programs on a one-to-one basis, thus helping the individual initially and the community at large ultimately. When unemployment became both a national and a local problem, libraries, as the institution offering information services, set up job opportunity centers. These centers help people look for jobs geared to their capabilities, help them write résumés, search out training programs and find the fields where opportunities would more likely exist, again assessing the problem and meeting the need. The greying of America has been receiving the attention of libraries. Alert public relations people realized that there was a need for services for senior citizens and set up programs geared to their interests in the libraries. This increased attendance and circulation, which has also built a reservoir of public support for the libraries. When New York City published a guide to city resources for senior citizens the Brooklyn Public Library undertook its distribution in all of the branches, providing an example of effective public relations and interaction with city agencies.

The foregoing are just a few examples of the use of public relations in assessing and meeting community needs. These needs change constantly and staff and trustees must be alert to them. If trustees lack the imagination and foresight to envision such programs, and unfortunately many of us are not blessed with that kind of creative talent, they do have the responsibility of funding and overseeing their implementation after they are adopted.

These are times when the quantity of data and information grows so rapidly that most business and financial institutions cannot keep up with the flow. Libraries can be immensely helpful in providing necessary information quickly to the business community, saving considerable time and money. Trustees can be particularly helpful in their nonlibrary world in advocating and publicizing the services which the library can offer. Libraries benefit as well. For example, grateful business,

financial and law firms make substantial contributions to the Brooklyn Public Library Business Library in recognition of services rendered to them.

"...still need for [message] that libraries are educational institutions."

The White House Conference stressed the importance of libraries in lifelong learning, but by and large there is still need for a strong public relations effort to get the message across that libraries *are* educational institutions. It is an important message because libraries have traditionally been given only second thought in educational funding. The image of libraries as educational institutions, just as schools are, should have high priority in all public relations efforts. In this regard trustees should become active participants on statewide committees set up by the State Library and the State Education Department. In New York State, trustees do serve on such significant committees as the Regents Advisory Council on Libraries, the Committee on Library Standards, the Systems Study Committee and the Library Services and Construction Act Advisory Council, all of which have an influence on library funding and programs.

Learning is necessary for growth in any field. This applies to library trustees in their public relations role as well. Trustees have an obligation to attend trustee institutes, workshops and state and national conferences. These meetings offer opportunities to meet with other trustees, librarians and State Library personnel, and to interact, broaden their horizons and assimilate new ideas.

CONTACT WITH LEGISLATORS

While lobbying is addressed elsewhere in this issue, politics is so interwoven with public relations that it would be remiss to overlook any mention of it. It should not be assumed that legislators know all that is going on in their libraries or the potential which exists for further service. Legislator contact should be ongoing, and trustees, who are usually active in their communities, should assume some responsibility for such contact. The people responsible for funding libraries should be invited to visit libraries; they should be invited to special library functions and their presence there noted. They should not be approached only when a library bill is before them in the Legislature or Council.

"...public library trustee has a public relations mission."

Just as the library has a mission, the public library trustee has a public relations mission. The ultimate goal or mission is to communicate information about the library's services and funding needs to the legislators who help fund it and to the general public; to get the public to use these services; to interpret the role of the library as an educational and cultural institution; and to rally support for adequate funding of that institution. The public library has been called the public university, deservedly so.

What other public institution offers, without charge, lifelong learning opportunities as well as cultural and recreational programs for all ages, socioeconomic and ethnic groups, the handicapped, students and researchers and business and industry? Schools serve us for a limited number of years, but libraries serve us for a lifetime! Trustees have an attractive public relations package to market that should not be difficult to sell. Let's get out there and do it!

THE LIBRARY TRUSTEE AS OLIVER TWIST

By Robert Sachs, Trustee,
Southern Adirondack Library System, and
Harry Dutcher, Director,
Saratoga Springs [NY] Public Library

There are two things every library trustee concerned with the budgeting and financial aspects of his/her board should constantly remember: Oliver Twist said "More," but he also said "Please."

The fundamental question following a determination that a community needs a public library – a determination that will normally have been made some years ago – is in two parts: Are we funded in the right way now? and Are we adequately funded? This two-part query is one the library board as a whole should understand and come to grips with.

It is, of course, clear that we are dealing here with substantial complexities. In some cases, local municipal laws define the sources of funding; in others, libraries are appendages of a school district and subject to its laws; in others, they may be supported largely by private contribution and endowment. Sometimes the county has almost full responsibility for the funding, sometimes it is the city or town or village. A number of communities may have separate taxing districts; there are a baker's dozen or so of these presently in New York, with other towns exploring the possibilities. The answer to the first part of the question posed in the preceding paragraph, hence, may not be a simple one.

DETERMINING A "PROPER" BUDGET

Nor is it easy for a community to determine what, in terms of reasonable per capita expenditures, is the proper operating budget for its own library. To begin with, the statistics issued yearly in New York State by the State Education Department are misleading. In the table "System and Nonsystem Statistics by Population," the "Population Chartered to Serve" total for the State comes to 17.56 million, which is the total population of the State (approximately). However, the populations "chartered" for individual towns, villages and cities do not add up to this figure. For example, the "Population Chartered to Serve" for the Southern Adirondack Library System (the system with which these authors are associated) shows a total of 268,442 (1985 figure) although the "chartered" populations for the individual libraries listed add up to 208,765.* While *any* statistics are, at best, suspect, we authors contend that charts that show discrepancies should not be published without explanations.

This said, it should also be noted that wide swings within the State require careful comparisons. A downstate, populous, relatively wealthy system may show that per capita receipts yearly are on the order of $40; an upstate system may show per capita income of something like $11 or $12. The overall revenues for the entire State show roughly $22 per capita. Thus, the first step in judging what is being done elsewhere – which is by no means what *should* be done – is to study the revenues relative to communities as much like one's own as possible. In other words, don't use bulk averages in estimating what your specific library ought to be getting. Use fair and comparable figures from other areas; then, if the amounts seem too low, adjust your library's sights higher.

You will note that the concentration above is on revenues or income, not expenditures. For a very good reason: you have to know what you can take in before you can know what you can spend. The Federal government can live on a different planet, piling up incremental trillion-dollar deficits in the span of a few years; your library cannot (nor can New York State or smaller entities). This is an enormously useful constraint on trustees; it teaches them that while their reach may well exceed their grasp, heaven is truly only attainable when outlays are limited to what is in the grasp. Which is not, Lord knows, to denigrate "reach!"

Proper funding for the trustee's own community can really only be determined after the library board has given considerable thought to its goals. An in-depth look at the various constituencies to be served; the condition of the library's inventory of books, serials and audio materials; the adequacy of furnishings; the needed staffing levels – all these and many more assessments must be made. In general, there are two broad areas where money is required – operating expenses (including salaries and benefits, utilities, insurance, materials [books, etc.] and so on) and capital needs (a new roof, upgraded insulation, a new lighting system, even a new wing or room).

* Editor's note: The total populations of chartered service areas in most systems do not add up to the system's total population because there are pockets of population that are not in the chartered service area of any public library.

REQUESTING FUNDS

Whatever the financial requirements at which the board arrives, assuming that the bulk of the funds are to come from local or county sources (the norm for most towns), one of the major problems for the library board is the avoidance of timidity. Many boards are nervous about requests for greater funding; oftentimes when a request is denied, there is not sufficient follow-through. The trustee with responsibility for financial matters must be prepared for constant repetition should requests be denied by local municipalities. The approach to, say, the town board should be a firm but not overzealous one, especially in smaller communities. Far better to trumpet the services provided by the library than to talk "poor mouth" when the recurring appeals are made. A corollary of this is to avoid confrontational arguments with the city fathers; they've got a host of serious problems with which to cope, including police and fire departments and highway construction and maintenance, and, while the library should, in an enlightened democracy, have a priority second to none, this may be a difficult proposition to get across in a period of tight budgeting for the town.

"...prepared for constant repetition should requests be denied by local municipalities."

The reader will note that this article is focused less on line-item budgeting for the library than on overall financial tactics and strategy. In effect, we are concerned here with the bottom line of a budget the library board comes up with and how to finance that aggregate budget. The share of the total pie to go to salaries, upkeep and so forth will vary from library to library; we are involved here primarily with the question of where the funds come from and how to address this need.

The inevitability of a five-year (or three-year or ten-year) plan becomes more and more evident. It is tempting to always play catch-up ball; to sit down in August to squeeze out an estimate for the next calendar year (if you are on a calendar fiscal year) and to worry about that needed, large capital expense which you know has to be incurred soon – but which maybe you can get by without for another year. This is the human condition, and applies to far better-staffed and expert-driven bodies than your local library board. Perhaps your trustees feel that projected funding from the municipality, together with what endowment, gift and membership revenues are anticipated, will suffice for the coming year to balance the library's operating budget, leaving capital needs to wait in the wings. If so, the decision must be made either to try for greater support from the library's normal sources of funding or to seek ad hoc financing from a drive or from special projects such as raffles and the like, and from searching out endowment enhancement. Are the trustees sufficiently aggressive – genteelly aggressive, surely! – in encouraging the affluent, elderly minority in the community to think of the library as a logical candidate for a substantive bequest – down the road, of course? Sometimes this can be aided by a local lawyer or two, attuned to the virtues of the library and entrusted with the construction of wills. Are there grants available which can be applied for? Are former residents of the area now moved to Florida or California or Mallorca – and judged to be reasonably solvent – kept informed of the library's needs through membership appeals? Many of these same people can also be kept aware of the library provided the board sees to it that newspapers in the region are kept informed of programs and events carried out by the library; the function of the trustees entrusted with raising money is better served with a well-defined publicity campaign which is ongoing, as lively as possible, and informative.

APPEALS TO THE PUBLIC

Publicity goes well beyond stories to the local papers. The invitation list to all library events should include all civic and corporate donors, or potential donors, and all local town officials, most of whom are not likely to attend, but who will be the people scrutinizing the library budget in the coming year. Many local newspapers will gladly give space to a listing of new titles acquired by the library, even – space providing – a brief outline of contents. The same papers often have mailing lists of former residents who still subscribe to the paper despite their removal to warmer, retirement climes. These alumni are frequently the most loyal backers of the library; absence tends to highlight the sentimental feelings they may have for an old home town whose image is now mellowed by distance. Quite a few of them will come through when approached, by mail, for support.

Depending on the size and nature of the community, a major fund drive can be instituted perhaps once a decade (and not much oftener) to cover the capital needs of the library and, if successful, to add something to an endowment to provide for increased operating costs. The authors recognize that there is often a reluctance on the part of library boards to drive for individual contributions when the library is also mainly run from taxpayer yearly imposts; there is apt to be a sense that people will see this as a sort of double taxation and may well resent it. One must know one's community to make a judgment here, but if the effort has never been made – or made so long ago that folks have forgotten it – it is worth the

work necessary to try it. One small town known to the authors was considered by many of the wiser elder citizens as an unlikely place to tap for what was perceived as a large sum of money needed to renovate its library. When the targeted goal had been exceeded by about 40 percent, not only had the monies been raised but the resultant publicity had given a higher profile to the existence of the library – a not-negligible plus for future requests for aid.

GUIDES FOR EXPENDING FUNDS

Funds raised, whether by taxation or private giving, must, of course, be carefully and honestly accounted for – as the law, if not moral integrity, obligates the trustees to do. The budget and finance committee of the board has an important role to play, and it must always bear in mind the need for going public at frequent intervals with statements to the full board of the library's standing. It is a given that library boards meet regularly and that they approve the bills incurred, but the responsibility for oversight goes considerably beyond this requirement. Is there an understanding, codified in the by-laws or recognized informally, that expenditures for equipment or materials estimated to cost more than a certain minimum amount be put out for bid? (Most municipal entities are compelled by law to do this, but not all libraries fall under municipal ownership.) And are these bids carefully investigated by the trustees? Are adequate safeguards included in the specifications for work to be done; safeguards that will protect the library in the event of shoddy workmanship, inferior materials, or failure by the bidder to accomplish the job on schedule and efficiently? While one might assume that the above is a matter of simple routine, the reminder needs to be constantly made.

ENDOWMENTS AND INVESTMENTS

If the library is one part of the group whose income comes from private endowment, the supervision of the endowment is important. Should the function of supervision and investment have been turned over to a bank, as is often the case, it is still up to the library trustees to be sure that the bank is not overcautious in its policies. (It is unlikely that the bank will have gone in for junk bonds or speculative over-the-counter stocks.) Is the portfolio heavily weighted in equity investments – common stocks – and, perhaps, underinvested in high-grade corporate or United States bonds? In general, bonds have held up well since the changes in the market in October 1987; not so for many common stocks. It is useful for a library board to have on it at least one person with a good perspective on financial matters who can at least view the bank's – or investment house's – activities with an objective and knowledgeable eye.

FRIENDS GROUPS

Especially in smaller communities, where municipal and county funding usually needs to be supplemented by private assistance, the trustees should be sure that the library has an active Friends group, one that can be counted on to contribute both in money and in kind – the latter being volunteer services of various kinds. Membership in the Friends should be actively solicited by a committee of the Friends that functions throughout the year and which seeks out library users in towns and villages nearby which do not have their own libraries. A static Friends group, with most of the work done by a hard-core little group, needs to be reinforced by a number of dedicated activists who cannot stand still for zero growth. Further, a growing group will serve as support when the library approaches the municipality for added aid; it can be a special interest pleader of the better sort, its adherents are more likely to receive a sympathetic reception at town budget hearings. We all are conscious of the drives for increased literacy and for better educational services: the library is a conspicuous public asset in the push to enhance these causes.

SETTING EQUITABLE SALARIES

In determining the proper funding level required by the library, the trustee(s) responsible for budgeting should be fully aware of the salary and benefit levels in comparable communities, usually ones that are fairly close by. To properly assess the library's needs, there should be an understanding not only of the local economy, its levels of pay, holidays, working conditions and fringe benefits – since personnel costs are likely to be 60 to 70 percent of the library budget – but also a willingness on the part of the board to try for equitable compensation for its employees.

The judgment as to what is equitable is not always easy to make. If the library is in a large town or city where, by and large, the staff works full-time, it is easier to make a comparison with the working conditions of other people in the city than it may be in a village where the library may only be open 20 to 24 hours a week. However, since the "people cost" of the library is presumably its biggest cost, it is important to press for sufficient funding to keep pay and benefits at reasonable levels.

BEST SOURCE OF FUNDS

One of the arguable points in the debate about where funding best comes from is the question whether the library is better off being funded as part of a school system, or whether it should be part of a town or city budget. In 1959, the Library Trustees Foundation of New York State held a meeting in New York City, a portion of which was devoted to "Public Library Financing

– The Trustees' Responsibilities." A number of matters emerged from the conference as a consensus: boards should ask for what they honestly need; requests should be compared with national and state standards; and budget requests should relate to long-range plans of the library. Some sensible advice emerged: to involve as many people as possible in year-long efforts; to maintain a close liaison with the appropriating authorities. And then, under the heading "Winning The Approval Of The Voters In School Districts Supporting Public Libraries," 'Make every effort to disassociate the public library budget from the school budget...."

Note: the above relates to voters in school districts supporting public libraries. It does not respond to the question as to whether libraries are better off *if* they are part of school district budgets. But there are indications that, in the past few years, libraries that *are* mainly funded as part of school districts have done better than other libraries. We have looked at two State systems and three individual city budgets which constituted, among them, in 1985, nearly 82 percent of all the dollars ($82.1 million) which went from New York State school districts to public libraries.

The systems are Nassau and Suffolk counties; the individual districts are Delmar, Bronxville and Saratoga Springs. The funding increases between 1982 and 1985 from school districts were:

Nassau	+30 percent
Suffolk	+55 percent
Delmar	+40 percent
Bronxville	+39.4 percent
Saratoga	+99 percent

whereas the overall State total for increased library funding, wherever found, was 33.6 percent in this period.

It would appear that being hitched to school district budgets has not been a damaging situation for public libraries.

ANALYZING EXPENSE INCREASES

In the beginning of this article we likened the trustee to Oliver Twist: he or she should say "More," but also "Please!" To define "more" is a major task of the board, and depends on the prior establishment of goals, as we have suggested. As long as there is inflation in our economy, budgeted estimates of expense which include only incremental amounts to cover inflation will produce a static budget; one that shows no growth in substance or service. Perhaps this is proper and sensible for the library, which may be serving a population that is not growing or even is declining and whose mix of readers does not appear to be shifting. But it is more probable that if the board conceives of the library as needing no further expansion or added involvement with the community, it will be a board acting with little vitality. Of how many institutions, including libraries, can it be said; "We've gone as far as we can go, and there's no room for improvement"?

The reason for stressing the inflation factor is to underscore a common fallacy in thinking on the part of trustees and boards. If the library had an annual operating budget of $100,000 in 1975 and currently is requesting $200,000, there is a tendency for people to say "My, they're spending a lot more now than we used to." On the contrary, this actually appears that the library is just treading water with respect to staff and pay, and since fringe benefits have undoubtedly more than doubled in that time span, has been acquiring fewer books and magazines than in 1975. Trustees should avoid the pitfall of thinking that because they have asked for a bit more each year, they have kept up with the library's needs. Not only have they undoubtedly not done so, but there has been zero growth.

FEW PEOPLE SPEAK AGAINST LIBRARIES

One of the great advantages a library board has in securing public assistance, through taxes or gifts, is that few people speak up against libraries; they are, if not sacrosanct, at least well up in the ratings with motherhood and apple pie. Which is scarcely to say that there will be as many readers in the town as mothers or pies! Armed with the comfort of a pure cause, it is fairly easy for trustees to face town or city boards and to make their pleas, and the trustees will know that they are not suspect in the context of seeking their own enrichment. But the forces of inertia must always be combatted; if the pipes in the hospital have frozen, their repair will have a first priority.

To sum up: the trustee(s) designated to handle budgeting and finance for the library should have before them a specific plan, board approved, of where the library should be several years out and should structure their funding expectations *using a constant dollar*. Then, and only then, should the inflation factor be added in, year by year. In this way, the trustees can see actual projected costs as well as what those costs look like indexed by inflation and can clearly budget for improvements the patrons may be requesting. This means that a multi-year budget should be prepared using assumptions of growth and/or change; this can be done for, say, a five-year period. Then, as each new year approaches, that year's proposed budget can be adjusted for anticipated inflation, a process that will be repeated at the start of each budget year.

THE IMPORTANCE OF BEING IN EARNEST: THE TRUSTEE AS FUNDRAISER

By D. L. Hobert, Supervisor,
Foundation Center, Syracuse, NY

In capitalist cultures, what the citizens value may be determined by observing where they spend/invest their disposable income. Americans are a philanthropic people; we are also practical. We value money for what it buys and for the influence it accords; we esteem those skilled in amassing it and manipulating it. Money buys things and services: it can be invested to make more money or to create an improved community. Money is the *sine qua non* of every institution, government and private, both profit and nonprofit. We use it to shelter abused and homeless people and animals, to provide libraries, symphony orchestras, recreation programs for children, meals and entertainment outings for old people and to give our communities the human face of compassion and culture.

Libraries, as all other groups, need money to function. They are not free. Whereas in the past libraries could be certain of secure government support, they now compete with myriad human and artistic services receiving a segment of tax revenues by providing services just as essential to the public weal. As more services draw support from government there is less money available to each recipient group and the resulting shortfalls have real effects on every nonprofit. For lack of money, concerts go unperformed, shelters turn away people and the Library of Congress closes its doors daily at 5:00 p.m.

THE TRUSTEE IS LEGALLY ACCOUNTABLE

So – who is responsible for funding the shortfalls and ensuring that the services the community wants are available? The responsibility belongs to those who are legally accountable for the organization, the trustees. Whereas businesses are owned by the shareholders, nonprofit corporations are owned by the citizens of the state in which they are incorporated. Whereas a company's board of directors hires/appoints the president and chief executive officer to handle the day-to-day running of the business, the board of a nonprofit hires a director to manage its daily operation. It is not the corporate director's job to solder parts on the assembly line: it is not the trustee's job to perform reference service or to shelve books. The corporate director arranges for expansion loans or the sale of stock to capitalize the company. The trustee fundraises to provide the nonprofit with the raw materials for giving service; the building; executive director; staff; etc. In a library, the trustees' labor provides the books, art prints, periodicals, video- and audiocassettes as well as personnel and money to keep it in operation.

THE TRUSTEE SEEKS LOCAL GOVERNMENT SUPPORT

One essential job of the trustee is to work with local government to obtain every dollar possible for library services. Attendance by trustees at town council or county legislative meetings can keep legislators aware of library issues and the library's importance, not just at apportionment time, but whenever the council or legislature sits. The trustee's presence at state and national meetings on library matters is part of the job, for it demonstrates the trustee's willingness to sacrifice time and money to register a vote, to speak in support of a project or to lobby for funding.

Yet with all of this work by trustees, there may still be, and too frequently is, not enough government support. There are various actions a board of trustees may take when faced with insufficient funds to provide service at the level the community has come to expect. One action would be to save money by cutting the number of hours service is available: others are to lay off staff, to freeze book purchases and magazine subscriptions or curtail outreach activities. None of these are good options. None satisfies the board's mandate to act in "good faith."

FINDING ADDITIONAL RESOURCES

Another option is fundraising. When the regular funding does not cover the needs of the library, the trustee's job is to find additional resources to maintain satisfactory service.

The first step is to have a board committed to this responsibility. That means every trustee understands the importance of being a fundraiser and agrees to do the work. "In terms of accountability, it is a board function, and it's a rare situation that the function can be delegated substantially to staff members."[1] Achieving a totally persuaded, active fundraising board can be difficult. It may take years to acquire trustees who understand and accept this responsibility. One expert says, "If your cause *really* needs the money but too many board members won't help, plan for turnover."[2]

This may seem Draconian, but an organization that needs funds cannot afford trustees who are unwilling to undertake their full responsibility to work for its fiscal support.

A STATEMENT OF AGREEMENT

Kim Klein, editor of *Grassroots Fundraising Journal*, has created a "statement of agreement" to help trustees and prospective trustees to clarify the nonprofit's and the board's respective concerns and expectations. It is reprinted here with permission.

As a Board member of_____, I understand that my duties and responsibilities include the following:

1. I am *fiscally* responsible, with the other Board members, for this organization. It is my duty to know what our budget is, and to be active in planning that budget and planning the fundraising to meet that budget.
2. I am *legally* responsible, along with the other members of the Board, for this organization. I am responsible to know and approve all policies and programmes and to oversee the implementation of policies and programmes. I know that if I fail in my tasks, and if the organization becomes the subject of a suit from a private person, or from the Federal or state government, I may be held personally liable for the debts incurred.
3. I am *morally* responsible for the health and well-being of this organization. As a member of the Board, I have pledged myself to carry out the mission of _____.
4. I will give what is a *substantial* donation. I may give this as a one-time donation each year, or I may pledge to give a certain amount several times during the year.
5. I will actively engage in fundraising for this organization in whatever ways are suited to me. These may include individual solicitation, doing special events, writing mail appeals and the like. There is no set amount of money that I must raise because I am making a good faith agreement to do my best and bring in as much money as I can.
6. I will attend ____ Board meetings every year, and will be available for phone consultation. I understand that commitment to this Board will involve a good deal of time and will probably not involve less than __hours per month.
7. I understand that no quotas have been set, that no rigid standards of measurement and achievement have been formed. Every Board member is making a statement of faith about every other Board member. We are trusting each other to carry out the above agreements to the best of our ability, each in our own way, with knowledge, approval and support of all. I know that if I fail to act in good faith, I must resign, or someone from the Board may ask me to resign.

In its turn, _____ is responsible to me in a number of ways:

1. I will be sent, without request, quarterly financial reports which allow me to meet the prudent person section of the law.
2. I can call on the paid staff to discuss programme and policy, goals and objectives.
3. Board members and staff will respond in a straightforward fashion to any questions I have which I feel are necessary to carry out my fiscal, legal or moral responsibilities to this organization.[3]

If appropriate, a description of the officers of the board and their particular responsibilities can follow. Each board member signs the agreement, and a copy of the signed agreement is given to all board members as a part of their board packet.

Point four above usually raises questions and eyebrows. Many people believe that their contribution of time and talent are enough, but a struggling library requires more. "Every trustee should be expected to contribute and to raise funds within their means and contacts."[4] The issue of each trustee contributing to the organization is not a new one – it is an old, established function in philanthropy, well known as the three G's of board membership.

THE THREE G's CONCEPT

The first G is GIVE. Because we value what we pay for, it makes sense for the trustee to contribute money. The donation is a statement of how important the trustee believes the organization to be. Trustees' gifts may not be used directly in paying salaries, but may provide an encyclopedia, subscriptions or processing materials and thereby free money for other uses. The trustee's gift is essential in the second step of board responsibility as well.

That second step, the second G, is GET. The trustee *is* fundraiser. Working to ensure the organization receives every possible tax dollar is a vital job. Additionally, every trustee will know people in a position to contribute money or goods to benefit the nonprofit and will be expected to ask them. Beginning with family and friends, one branches out to ask business associates, professional colleagues, neighbors, partners in tennis, golf or bowling teams, members of one's religious congregation, club, civic or fraternal organization. These are all potential library users, people who have a direct interest in ensuring that timely, accurate information service, trained staff and adequate hours are always available. Essential to securing others' support is the trustee's own giving. It is easy to understand one's reluctance to contribute to a cause when asked by a trustee who does not believe strongly enough in it to give.

In communities where contributions made to a government or quasi-governmental agency are required to be turned over to the general municipal coffers, there are still options. One is repeal or amendment of the law. Another is the establishment of a friends organization which can act as a fundraising group and receiver of contributions. Trustees can also establish their own fund. Under New York State law, moneys contributed to a public library through the library's trustees "are not required to be held in the custody of the treasurer of the municipality or district which established the public library, therefore such moneys may be held in custody of a library officer designated by the library trustees."[5]

The third G is GET OFF. When trustees will not contribute and will not ask others to give, they fail to fulfill their mandate to work for the library's fiscal health and they should be willing to make room for others who accept this mandate. People willing to contribute their skills but not willing to engage in fundraising when necessary, can better serve the library on advisory boards or in other capacities than on a board of trustees charged with the legal and fiscal responsibility for the organization.

SOURCES OF FUNDS

Giving USA reported that of $87.22 billion contributed by nongovernment sources in 1986, $71.72 billion (82.2 percent) came from private individuals, $5.83 billion (6.7 percent) came from deferred gifts, $5.17 billion (5.9 percent) was given by foundations and $4.5 billion (5.2 percent) was contributed by corporations.[6] While these figures and percentages should not be interpreted as a pattern for planning a fundraising campaign, they show where the charitable money in the nation is distributed.

FOUNDATIONS SMALL AND LARGE

The latter three give very small amounts compared to individuals, yet they form the core of what most people identify as philanthropic institutions. Primary among these are foundations. More than 19,000 foundations of the approximately 25,000 active in America have assets of less than $1 million or give less than $100,000 annually in total grants. Sometimes called "mom and pop" foundations, they may be the best first place for many local nonprofits, including libraries, to look for funding. These small foundations have very local interests, frequently limited to one town, county or region. Investigating their giving interests may require writing for information or making a personal call on the foundation's director or trustee to find out for what projects they grant funds. Because most small foundations do not have paid staffs, offices or telephones, a phone call will not provide the wanted information. Other than personal contacts, the library trustee commissioned with researching foundation support will need to use special publications or the foundation's tax return.

Larger foundations will have profiles, including address, officers, giving interests, financial status and application procedures published in different services available at university and some public libraries. Nationwide, 160 agencies cooperate with the New York City-based Foundation Center to provide a range of materials for foundation research. Nearly 100 of these also provide microfiche copies of their state's foundations' income tax returns (IRS form 990-PF). All foundations are required to file the 990-PF annually; the form reports the foundation's address, members of the board of directors or trustees, fair market value of assets, where the foundation has its money invested, to whom the foundation made grants and in what amounts (but not the specific project the money funded) and any restrictions, application procedures and deadlines. Many cooperating collections in the network expand their service to include information on proposal writing, corporate appeals, fundraising campaigns and events, deferred giving and the law and ethics of philanthropy. Supervisors at some collections have special training in fundraising and offer orientation programs to collection users. The collection closest to any community can be ascertained by calling (800) 424-9836.

"...foundations have...priorities and special interests which the trustee/fundraiser is wise to respect."

Because foundations have limited funds available, they have priorities and special interests which the trustee/fundraiser is wise to respect. By studying the information available on the foundation, the trustee will be able to determine if the foundation's interests, general size of grant and geographic giving area agree with the project, needed dollar amount and location of the nonprofit. Without a match among these three elements, the likelihood of achieving funding is very small and the trustee's work wasted.

CORPORATIONS AND BUSINESSES, IN-KIND GIVING

Corporations and businesses are another source of support for nonprofits. Whereas foundations primarily

give cash, corporate giving is heavily weighted toward noncash support, sometimes called "in-kind" giving. Business gives four times as much support in this way as it does money. In-kind contributions are as varied as the imaginations of the fundraisers asking, gifts of the company's products or services, use of company officers to run a capital campaign, use of steno services, attorneys, accountants, print shop, cars, trucks, airplanes, WATS lines (for long-distance phone-a-thons conducted during nonbusiness hours), corporate office space for meetings or for art or science exhibits. Companies will "piggyback" supply orders for nonprofits onto their own, thereby securing a lower price through bulk ordering. Corporations underwrite fundraising events and give away used office furniture and equipment. Many companies have matching plans in which they match, by a predetermined formula, the money their employees contribute to charity. This form of giving is good public relations for the company, both with the employees and with the community, and it is tax-deductible to the extent allowed by law.

"As funding seekers, libraries have a powerful drawing point...designed to serve everyone...."

Major gifts from business are best solicited by a member of the library's board (because trustees are more likely to have these contacts) or by a friend of the library who is acquainted with the corporate officer making decisions about philanthropy. The appeal should be stated in terms of an investment in the community, one that returns a benefit to the company through an improved, healthier, better-educated workforce. A substance abuse counseling service has a stronger case for funding if it states its appeal in terms of decreased worker absenteeism and increased worker efficiency. A strong library in the community is a source of information for business, a storehouse of pleasure for leisure time and an education aid for employees and their children. As funding seekers, libraries have a powerful drawing point: they are designed to serve everyone, every age, interest and level of literacy.

Where does that leave the director and the staff in the fundraising scheme? They, too, should be encouraged to contribute money as well as time and skill but not be required to do so. The director, who should have thorough understanding of every aspect of the library's functioning, may accompany trustees to meetings with corporate officers or foundation executives to explain the project in hand. The work of asking for support, however, remains the trustees', not just because they are in charge and contributors will want to work with those at the top, but because they are volunteers. Trustees cannot, legally or ethically, profit or materially benefit from their service to the organization. The executive director, the trustees' employee, may be perceived as being paid to care – a perception, however incorrect, of self-interest.

Staff, for the same reason, are not the people to carry out a fundraising campaign. Their jobs are to make the library work. Expecting staff to raise money is not dissimilar to asking factory workers to work out the details of a loan to retool the factory. Staff may, on nonwork time, volunteer to stuff envelopes or help out at a special event, but an employee's discretionary time, just as discretionary money, cannot be commandeered.

Many organizations believe an outside consultant is the answer to their fundraising problems. A board that regularly or annually feels it must hire fundraising skill is not meeting its responsibility. Consultants can be of great help in a campaign where large amounts of money are to be raised and which will take a long period of time, but an outside agency will never know the personality of the community, its needs, concerns or values as intimately as the people on the board. The trustees' knowledge and familiarity are invaluable and irreplaceable. A board that is determined to succeed and brings unanimity and enthusiasm to its project will find and develop the resources within itself and the community to achieve its fundraising goal.

"Trustees build their libraries by contributing money, experience, time and hard work...."

No board should be so cynical that members are invited onto the board for their contacts and fundraising skill only. Their interest in the library, their belief in what the library does and represents should be the motivation to serve on the board and to work in any way necessary to ensure its success. Trustees build their libraries by contributing money, experience, time and hard work: they are the people who say not, "I'm here because I'm a program person" but "I'm a program person who knows how important this is, so how can I help?" The success of our libraries begins with the fundraising board; whether it is corporate appeals, direct mail campaigns, bake sales or foundation research, the fundraising trustee is key to providing the library services we all desire and deserve.

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THE LIBRARY TRUSTEE LOBBIES AT THE LOCAL, STATE AND NATIONAL LEVEL

By Daniel W. Casey, President,
Board of Trustees, Solway [NY] Public Library;
member, Board of Directors,
New York State Association of Library Boards;
member, Council, American Library Association

Who are you?

Are you a public library trustee or librarian?

Are you a member of a library "friends" group?

Are you a public library patron?

Regardless of your classification, you should be a member of the team working to secure tax funds to support your municipal library. Just as the library serves everyone in its community, everyone should support the library! Stated quite simply, future growth of America's public libraries is heavily dependent upon increased citizen activity and dedication. Current demand for more library services challenges all of us.

INCREASING SERVICE NEEDS

Libraries must increase their services, because residents of our communities have greater need for them.

If families have less money to spend for paid recreation, they'll likely rely more on activities provided by the library.

If a person wishes to enhance skills to retain a job, he or she may seek help in the library.

If a man or woman is unemployed, he or she may well need library materials to support training for a new skill.

If people need supportive public services, a library – your library – should be able to refer them to the proper agencies. Can your library tell a person where to secure unemployment insurance, job advice, tutoring, mortgage and loan information, legal aid, medical assistance, etc.?

A gratifying development is that people are depending on their libraries more each year! Satisfying that hunger requires more money. And, therein is the problem!

MONEY SHORTAGE

The major obstacle to library expansion – shortage of tax funds – is too familiar to need documentation here. When adequate funds are afforded libraries, their other problems are solved easily!

Librarians alone cannot elevate public libraries into the priority they deserve in terms of budgets. Municipal, state and Federal executives and legislators will not automatically provide ample money for libraries, because they are besieged with demands from a wide variety of other public services. So, the job is up to the team of trustees, librarians, "friends" and patrons listed above.

As a member of the group, if you take your mandate seriously, you are continually involved with securing funds for the operation of your library.

SECURING TAX SUPPORT

How do you secure tax support for your institution?

What are you going to do to increase your present level of funding?

Are you willing to work for it when the mood is for less government spending, lower taxes, belt tightening?

"...library assistance...is very personal."

As you seek additional income, remember that library assistance – unlike other municipal services – is very personal. It is available several days a week and can be used by everyone. Therefore, trustees, staff and "friends" should be highly service-oriented. A library should abound with warmth, friendship and hospitality.

Operating in that atmosphere, you build a strong base of patron support that can be converted into influence on your town, village and school boards, your county board of legislators and your state and Federal officials. Strengthen your ties with all tax sources by campaigning for candidates so they'll welcome you when you ask for financial aid. How many of you campaign actively for individuals running for local, state and Federal offices? You should work for candidates in every election! And once the winners are determined, exercise your Constitutional right to petition them on behalf of libraries. Explain to your officials the need for tax funds in clear and convincing terms.

WHAT THE TEAM SHOULD DO

Here's what this author thinks the team – trustees, librarians, "friends" and users – should do:

1. Attend village, town, school district and county board meetings. Annually, make strong requests for local revenue for the library.
2. Ask trustees to bring stationery to a board meeting and stay after the session to write to their respective representatives in local, state and Federal government.
3. Arrange a systemwide Saturday workshop early in the year and ask each trustee to bring his or her village mayor and trustee, town supervisor and board member, school board member, assemblyman, senator and congressman. Present a well-documented program dramatically illustrating how library funding will benefit the local libraries in the districts represented by the officials in the audience. Impress them with the importance of supporting libraries!
4. On the day the foregoing workshop is presented, or on a later Saturday, have trustees escort their local representatives through each public library building in their village, town and school district. Be prepared in each library to show its needs and how money will benefit the local constituents. Have librarians, patrons and a "friends" group on hand to talk to the legislators and executives.
5. Ask your neighbors to write to their representatives explaining how the local library and its users will be helped by the passage of library-money appropriations.
6. Campaign for your favorite candidates prior to elections and ask them to promise to support libraries.
7. Examine the composition of your board in terms of which trustees have impact in each political party. Urge the more politically active trustees to ask their local and county political party chairpersons to explain the value of the library legislative program to the candidates on their respective slates.
8. Determine which board members and "friends" have ties with local media – weekly and daily press and radio and television stations. Ask editors and broadcasters to editorialize in a manner that will encourage legislators to grant money to the library. Use the "access channel" provided by CATV to explain the value of a financially sound public library.
9. Ask special constituencies, such as minorities, women, senior citizens, youth, etc. to enlist their groups in an appeal to village, town, school, county, state and Federal officials.
10. Always be sure to thank your representatives whenever they support library legislation.
11. Include money in your library budgets for institutional memberships in state and national organizations of trustees, librarians and "friends." Be sure board members and staff hold personal memberships in the organizations, too.
12. Budget travel funds for trustees and librarians to attend state and national institutes and conferences. They'll learn a great deal about how to obtain support for the library.

Are the foregoing recommendations effective? They certainly are – not always every year, but eventually library legislation is passed if the *team* maintains its effort.

NONPUBLIC SOURCES

In any discussion of how to raise funds for the operating and capital needs of a library, the question of nonpublic sources surfaces.

Should the team – trustees, librarians, "friends" and patrons – be expected to rely on grants, solicitations, bake sales, raffles, etc. to provide all library income?

No!

"A library deserves... dependable...tax support

A library deserves an annual and dependable source of tax support; it is a vital community service providing recreation, education and information for society.

True, for generations libraries – like hospitals, universities etc. – have been considered a fit subject for philanthropy. For that beneficence, readers are grateful.

But, libraries now function in an age when they need reliable tax support, supplemented (not supplanted) by the generosity of individuals, trade unions, corporations and foundations.

For libraries to achieve maximum service potential, the trustee-librarian-"friend"-patron team should increase financial support from another team – public funds and private donations!

TRUSTEES AND THE LEGISLATIVE PROCESS: THE CHALLENGE CONTINUES, LOOKING TOWARD THE 21st CENTURY

By Hugh T. Farley, New York State Senator, 44th District

It is once again my pleasure to have this opportunity to address the library community in an issue of *The Bookmark*.

Since I assumed chairmanship of the New York State Senate Subcommittee on Libraries, I have had the opportunity to develop a close working relationship with library trustees. I have found during my tenure that the library trustees in New York State are among the most dedicated and conscientious in the nation.

LEGISLATION

As most of you know, during the past several legislative sessions, the State Senate has sought to maintain and enhance the quality of public library systems in New York State. In 1986, legislation which was initiated in the Senate and signed into law by the Governor provided the largest financial allotment to New York State public libraries in the history of our State. In 1986 the Senate proposed a Library Omnibus Bill which provided a $16 million increase in aid to the libraries of New York State. Fourteen million dollars of these funds would have been used for library operating aid and two million dollars for library construction. Again in 1988 we will seek bold initiatives that will significantly strengthen basic public library and library system services in New York State. The 1988 Regents Library Omnibus bill has been introduced. This legislation carries approximately a $25 million price tag.

Clearly, the State Senate views the agenda of libraries in New York State and the enhancement of necessary programs and services as a priority within our legislative process.

Reviewing the theme of my previous article, "The Challenge to Library Trustees Involved in the Legislative Process" (*The Bookmark*, Spring 1982), I believe that together we have accomplished many of the goals put forth in the text of my message:

- Funds for library construction became the focus of legislation passed in 1984
- Expansion of the nine Reference and Research Library Resources Systems ("3Rs") has been significant
- Dollars have been pumped into the system to provide for new technologies, along with conservation and preservation of rare books.

TRUSTEES' SUCCESSFUL EFFORTS

I trust that the message I am trying to impart is coming across – namely, that trustees' efforts as mediators and facilitators have worked. Trustees of our information resource centers have effectively brought the message to Albany, and it has been heard. Trustees have worked diligently and conscientiously with the Commissioner's Committee, legislative committees of the trustees association, NYLA, the State Education Department, local library groups and elected representatives in the State Legislature. Library trustees have come to Albany and have made the programs and priorities of today's libraries, i.e., libraries for the 21st century, a reality.

I exhorted trustees in 1982 to bear the final responsibilities for their own libraries. So much has been accomplished since spring 1982. Increased funding has become a reality, capital expansion has become a reality, technological advancement has become a reality. This has all been made possible by a coalition – a coalition of library personnel, library trustees and the Legislature. These significant enhancements and renovations have been coordinated in large part by the library trustees.

As trustees well know, and as I would like to remind the community at large, library trustees have a tremendous responsibility within their communities. Trustees are the leaders of our library systems. Trustees have carried out their responsibilities effectively and efficiently, making New York State libraries administratively and financially sound. However, during the past four years, I have seen a new side to library trustees – trustees who have been leaders in successful efforts to lobby Albany for the money and resources that were needed.

"...recognition for all the work ...to raise the consciousness of the Legislature...."

I would like to take this opportunity as I close my remarks to offer praise and recognition for all the work that has been collectively brought to the table to raise the consciousness of the Legislature to the needs and

priorities of libraries in New York State. You must know that it has been through the efforts of trustees, NYLA and many other groups representing the interest of New York State libraries, that sweeping legislation in behalf of libraries has been enacted.

I believe the time for offering kudos to trustees is long overdue. Keep up the good work. Together we can develop new strategies which will effectively respond to the needs of information centers in the 1990s and beyond.

LIBRARY TRUSTEES AND THE LEGISLATIVE PROCESS

By Assemblywoman Cynthia Jenkins,
29th Assembly District,
Queens, NY

In today's growing competition for government funds in New York State – local, State and Federal – it is mandatory that library boards of trustees take leadership in the legislative process in responding to the funding and library legislation needs of the communities or institutions which they serve. Library trustees must become just as aggressive in the legislative process, if not more so, as the governing boards of all other institutions and corporations. As the representative of all the people, they are compelled to be in the forefront of the legislative process. This process can no longer be left primarily to library directors and other staff people. To operate in this manner would make library needs seem self-fulfilling and would diminish the role of the library as an essential service to the community at large.

Because of the rapidly growing and expanding variety of societal needs in America, it is now more than ever incumbent upon library governing boards that they be in the forefront of performing the legislative functions of seeking library funding and library legislation.

I strongly support the statement in *The Library Trustee: a Practical Guidebook*, edited by Virginia Young and published in 1964 by R.R. Bowker, "It is ultimately those individuals who hold the library *in trust* who have the responsibility for taking affirmative action to keep the library at top performance and doing whatever is necessary to achieve the result."

"[Trustee's] new role as the chief negotiator *for... funds and... legislation...."*

To accomplish the greatest benefits in his or her new role as the *chief negotiator* for library funds and library legislation, a library trustee must of necessity be of a different breed than trustees of the past. If a trustee of long tenure, he or she must develop a new mind set. To be in equal competition with the various bodies (private and public) seeking the support of government, library trustees must become thoroughly grounded in knowledge of the total world of libraries and their great importance in our society.

In working toward making libraries more competitive in American society today and helping them meet basic and essential needs and provide services, there are several personal qualifications that I would consider absolutely mandatory for effective functioning as a library trustee. In addition, there are some other substantive requirements that are equally essential.

QUALIFICATIONS OF THE LIBRARY TRUSTEE

First, I will talk about qualifications. Paramount for qualification on any library board should be residency. In America today each township, city or county, etc., is quite distinct one from another. Each may differ in education background, job needs, population make-up, etc. Furthermore, there can be several distinctly different communities within each county or city. For this reason, a trustee must be a person who functions in a given community and be someone having vested interest by virtue of residency.

The government officials responsible for the appointment of library trustees must recognize that this function can no longer be bestowed simply as a political favor with little or no service expected in return. This must be viewed as a position of special privilege carrying with it great responsibilities for producing essential service to institutions and whole communities of people.

No less important, a trustee should have a strong and genuine interest in libraries and be deeply committed to the goals and objectives of the institution. The library trustee today must have the combined traits of a consumer and a research marketer. I would also suggest that he or she should either have or acquire the characteristics of a good public relations person and be adept at creative planning and thinking. And finally, the trustee should be fully versed in the political process.

"... be a part of the community life."

Today's library trustees should become intimately involved with the communities and institution they serve. They must be a part of the community life. They must attend community functions. They must be resource people willing to speak before various community groups. They must know how to sell the library at all times and keep up with the trends and movements of the time and the changing and expanding needs of the communities and institutions they serve.

Today's library trustees should bring some special expertise to the board which can be used to help achieve the highest goals and objectives of the libraries they serve.

The above suggestions are what I would consider as the basic personal qualifications for effective functioning as a library trustee. In line with these qualifications, I would recommend some basic working tools for the library trustee.

WORKING TOOLS FOR THE TRUSTEE

The first working tool I would recommend is a sound knowledge of libraries and their place as an essential service in the lives of people today. It is imperative that trustees become thoroughly knowledgeable about the information explosion and its impact on changing library needs. Parallel to this is a need to have an understanding and appreciation of the gamut of new social and economic functions of libraries. Trustees must be familiar with the forces that are working against libraries and become armed to battle against them. They must be familiar with movements in the private sector which are trying to change free library service into profit-making enterprises.

Next, trustees must become more clearly established as the governing and policy-making body of the library, and they must take this role more seriously in every aspect of the library. They must establish this role with communities and private funding sources, as well as with government.

Trustees must be an integral part of the budget planning process of libraries. They must know at any given time what will sell with legislators and what will not. They must provide leadership in setting budgetary priorities. To best perform this duty, they should be fully armed with two basic pieces of knowledge: they should know the background and needs of the specific communities or institutions they serve, and they should know the goals and objectives to be met. They should make sure that the goals are clearly stated and put in priority order to serve the greatest needs of the majority of the people. These same factors should be applied to both basic library needs (staff, intersystem networking, books, equipment, etc.), as well as special library needs (programs of special interest – the blind, literacy, ethnic, etc.).

TRUSTEE ROLE IN LEGISLATIVE PROCESS

In assuming a greater role in the legislative process, it would be necessary to become more familiar with the funding and legislative process itself. A tip to remember: the legislative process does not begin at the source of legislation – city government, the state capital or Washington, D.C. The legislative process begins in the community. Each trustee should be as active and involved as possible in the political, church and civic life of his or her community. Trustees should try to make the library and its activities as visible as possible through the various media, involving the staff and the community in every way possible.

When the legislative process advances to the stage of funding, remember that the best place to start is at the top. Always inform your highest-ranking elected official on each level of government about what you are expecting from him or her. This should be done far in advance of the upcoming legislative session. This applies to the President on down on issues of broad and far-reaching concerns. On the national level, for matters of local concern, your congressperson should carry the ball for you. For state concerns, communicate with the governor, state agencies and local legislators, who are your key people. Locally, you should communicate your needs to the mayor and other high-ranking city or county officials, whose titles vary from one place to another.

Finally, I repeat, library boards of trustees are compelled to list, as their top responsibility, their role of leadership in the political process. They must be dynamic people with a deep and genuine interest in the promotion and preservation of free libraries as an absolute right for all people and a basic, essential service for all communities.

THE LIBRARY TRUSTEE and NEW YORK STATE LIBRARY LAW – A BRIEF INTRODUCTION

By Joseph Eisner,
Director, Plainedge Public Library,
Massapequa, NY

OUTLINE

INTRODUCTION

GENERAL INFORMATION

ASSOCIATION LIBRARIES

A. PERSONNEL
   1. Appointments
   2. Minimum Wage Law
   3. Social Security Coverage
   4. State Labor Relations Act
   5. Unemployment Insurance Benefits
   6. Disability Benefits Law
   7. Jury Duty

B. RECEIPT OF TAX MONIES
   1. Submission to Voters in School Districts
   2. a. Acquisition of Property with Tax Monies
      b. Leasing

C. CONFLICT OF INTEREST

D. MISCELLANEOUS
   1. Competitive Bidding
   2. Freedom of Information and Open Meetings Law

PUBLIC LIBRARIES

A. PERSONNEL
   1. Appointments
   2. Minimum Wage Law
   3. Retirement and Social Security Coverage
   4. Taylor Law
   5. Unemployment Insurance Benefits
   6. Disability Benefits Law
   7. Jury Duty

B. RECEIPT AND DISBURSEMENT OF TAX MONIES
   1. Budget
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C. CONFLICT OF INTEREST

D. MISCELLANEOUS
   1. Competitive Bidding
   2. Freedom of Information Law
   3. Open Meetings Law

INTRODUCTION

The various statutes that apply to libraries have a multiplicity of sources, which makes for complexity and often leads to confusion, doubt and misunderstanding. Under these circumstances, a new trustee can hardly be expected to have a clear understanding of the board's powers, for it is within the context of various New York State statutes, some including libraries for different purposes, others by their broad general provisions modifying basic powers granted to library trustees in the Education Law, that the actual powers and duties of public and association library trustees are delineated.

In fact, the late Harold J. Baily, eminent attorney, devoted trustee of the Brooklyn Public Library and one of the leaders in library development in New York State, once said that library trustees were subject to provisions of the "agricultural, business, civil rights, civil service, decedent estate, education, executive, general corporation, general municipal, judiciary, labor, lien, local finance, military, penal, personal property, public officers, real property, retirement and social security, tax, town, village, and workmen's compensation laws of New York State." He added that they might possibly be subject to provisions of the Indian law, but he hadn't had time to check.

The purpose of this article is to outline those statutes and opinions of State agencies which affect public and association libraries. The agencies which render administrative opinions regarding libraries (both public and association) are: the Education Department's Law Division, the State Comptroller, the Attorney General, the Counsel to the Education Department, and the Commissioner of Education himself through the judicial powers granted him under Education Law §310. Generally, these agencies interpret existing statutes and render opinions which are advisory in nature. (Opinions rendered by the Commissioner of Education have the same status as a court decision.) Additionally, advisory opinions of the Committee on Open Government about the Open Meetings and Freedom of Information laws also relate to public libraries because of their municipal or school district sponsorship.

Where can one find more information about the various statutes and opinions relating to public and association libraries? The State Education Department's Division of Library Development publishes a pamphlet,

Excerpts from New York State Education Law, Rules of the Board of Regents and Regulations of the Commissioner of Education, Pertaining to Public and Free Association Libraries, Library Systems, Trustees and Librarians. This can be consulted at System headquarters, or copies can be obtained from the Division of Library Development in Albany. Another source is *Handbook of Laws and Regulations Affecting Public Libraries in New York State*, also available from the headquarters of any public library system. (The page numbers in parentheses throughout the material that follows refer to the *Handbook of Laws and Regulations*.)

This presentation highlights only those statutes and opinions about which, over the years, libraries have posed the most questions to this writer. Obviously, such a general overview cannot be comprehensive.

GENERAL INFORMATION

The powers of public and association library trustees are fairly broad. If some of these statutes are examined, it will be seen that not all of them define or seem to include libraries *per se*; the ones that make the most mention of libraries are those contained in the Education Law. All library trustees, whether elected or appointed, and whether their libraries are "public" or "association" as defined in Education Law §253(2) (quoted at p. 1-1), derive certain general powers from Education Law §226. As trustees of educational corporations, they may:

1) "Fix the term of office and the number of trustees, which shall not exceed twenty-five, nor be less than five..." (Education Law §226(1), quoted at p. 3-32) in the case of association libraries and "...not less than five nor more than eleven...." (Education Law §260(1), quoted at p. 3-32) in the case of public libraries;
2) "Meet on their own adjournment or when required by their by-laws, and as often as they shall be summoned by their chairman...." (Education Law §226(3) quoted at p. 3-1); "The boards of trustees of public, free association and Indian libraries shall hold regular meetings at least quarterly, and such board shall fix the day and hour for holding such meetings." (Education Law §260(5), quoted at p. 3-1);
3) "Fill any vacancy occurring during the office of any trustee by electing another for the unexpired term...." (Education Law §226(4), quoted at p. 3-33);
4) "Buy, sell, mortgage, let and otherwise use and dispose of...property as they shall deem for the best interests of the institution...." (Education Law §226(6), quoted at p. 3-92);
5) "Appoint and fix the salaries of such officers and employees as they shall deem necessary who, unless employed under special contract, shall hold their offices during the pleasure of the trustees...." (Education Law §226(7), quoted at p. 3-41);
6) "Remove or suspend from office...any trustee, officer or employee engaged under special contract...." (Education Law §226(8), quoted at p. 3-76);
7) "Make all by-laws and rules necessary and proper for the purposes of the institution...." (Education Law §226(10), quoted at p. 5-2).

Individual trustees have certain obligations:

1) "If any trustee shall fail to attend three consecutive board meetings without excuse accepted as satisfactory by the trustees, he shall be deemed to have resigned, and the vacancy shall be filled." (Education Law §226(4), quoted at p. 3-33.)
2) A trustee of a free association, public library, or Indian library incorporated or registered by the Regents shall not take pay from such library for services rendered as an officer or employee thereof. (Regents Rules §11.3(b), quoted at p. 3-27.)

ASSOCIATION LIBRARIES

Of the approximately 750 "public" libraries in New York State, well over 500 are association libraries. The association library form in New York State dates back to 1792, when the Legislature enacted general statutes empowering people to "associate" in order to form library corporations. It wasn't until 1825 that the Legislature authorized voters of school districts to form the first "public" libraries, and not until 1872 that municipalities were authorized to create public libraries. Thus, association libraries have a long and distinguished history. The general powers and duties of association library trustees may be divided into four areas: personnel, receipt of tax monies, conflict of interest and miscellaneous.

PERSONNEL

1. Appointments
   The trustees may "Appoint and fix the salaries of such officers and employees as they shall deem necessary who, unless employed under special contract, shall hold their offices during the pleasure of the trustees...." (Education Law §226(7) quoted at p. 3-41) Qualifications of directors and professional personnel are covered by Regulations of the Commissioner of Education §90.8. (quoted at p. 2-8)

2. Minimum Wage Law
   On and after January 1, 1981, "...every employer shall pay to his employees for each hour worked a wage of not less than...$3.35...." (Labor Law §652(1) quoted at p. 3-48) An opinion of the Education Department's Law Division dated July 20, 1962 indicated that there are "...exemptions for students actually in attendance at educational institutions who work part-time or during vacations...."

3. Social Security Coverage
   Association libraries which are participating employers in the New York State Employees' Retirement System must provide Social Security coverage for *only* those employees who work for a system library. The Attorney General advised an association library not a member of the Retirement System that "It appears...that the library employees may be covered by social security under the provision of the Federal Law which relates to eleemosynary institutions." (1959 Op Atty Genl 151 [Informal], quoted at p. 3-83)

4. State Labor Relations Act
   Effective April 1, 1969, association libraries became subject to the provisions of the State Labor Relations Act (Labor Law §700 *et seq.*, quoted at p. 7-1), which provides that nonprofit organizations must bargain collectively with their employees, if the employees have organized.

5. Unemployment Insurance Benefits
   Association libraries are subject to the provisions of the Unemployment Insurance Law if they "...pay cash remuneration of one thousand dollars or more in any calendar quarter...." (Labor Law §563(3)(a)(1). quoted at p. 3-55b) If liable, they may comply with Labor Law §563(5)(a), quoted at p. 3-55b) and instead of utilizing the payroll tax contribution method, elect to reimburse the Unemployment Insurance Fund on a dollar for dollar basis if and when claims are paid to former employees.

6. Disability Benefits Law
   Employees of association libraries who are not professional librarians or who are working part-time while going to school daytimes are exempt from Disability Benefits Law coverage (Workmen's Compensation Law §201(5); §201(6), quoted at p. 3-46). All other employees are entitled to DBL coverage.

7. Jury Duty
   "Any person who is summoned to serve as a juror under the provisions of the [Judiciary Law]...and who notifies his employer to that effect prior to the commencement of his term of service, shall not on account of his absence from employment by reason of such jury service be subject to discharge or penalty. An employer, may, however, withhold wages of any such employee serving as a juror during the period of such jury service and such withholding of wages shall not be deemed a penalty. Violation of this section shall constitute a criminal contempt of court punishable pursuant to section seven hundred fifty of...[the Judiciary Law]" (Judiciary Law §519, quoted at p. 3-60c).

RECEIPT OF TAX MONIES

In order to receive money from a municipality or school district for services pursuant to Education Law §256, "A library must be registered with the Board of Regents...." (16 Op State Compt 355, 1960; reaffirmed most recently by 31 Op State Compt 81, 1975, quoted at p. 4-18b)

While a written contract is not required, "...but may be entered into if the parties desire..." (Education Department Law Division memo, October 5, 1964, quoted at p. 4-14), the Comptroller recommends that the parties "...enter into a contract, which would then authorize-...[payment of] the money in a lump sum in advance or on any other mutually agreeable basis" (Op State Compt 77-406, 1977 (unreported), quoted at p. 4-18f). Otherwise the money would be held in the custody of the treasurer of the municipality "...with payments made pursuant to the properly authenticated vouchers of the library trustees...." (Op State Compt 77-406, 1977, *supra*; 7 Op State Compt 388, 1957, quoted at p. 4-13)

"A school district may pay in one amount the total sum contracted to be paid to a public library if such single payment is so provided in the contract." (4 Op State Compt 44, 1948, quoted at p. 4-13)

A contract entered into between a village and "...the free association library could provide that moneys paid to the library by the village must be applied by the library for specific purposes set forth in the contract." (6 Op State Compt 254, 1950, quoted at p. 4-13) "A contract for library services may exceed one year. However, when it is for a larger term, the supervisor should be authorized to make each annual payment by resolution of the town board." (12 Op State Compt 127, 1956, quoted at p. 4-13) "The duration of a contract for library services under...section [256 Education Law] is one of the terms to be agreed on by the parties, and it may be longer than one year...." (In the Matter of the Appeal of Thomas L. Baasch, 1971, Commissioner's Decision 8271, 10 Ed Dept Rept 194, quoted at p. 4-18a) Where a town contributes to the support of a free association library, or contracts therewith, "Taxes may be voted therefor and be considered as annual appropriations until changed by further vote." (20 Op State Compt 165, 1964, quoted at p. 4-14)

"Where school district voters have approved a library appropriation for a free association library, it is to be considered an annual appropriation unless otherwise directed by the vote and, if no increase or decrease in the appropriation is contemplated, the annual appropriation stands and need not be voted each year. [In the event of a defeat]...the basic annual appropriation simply continues as the library appropriation for the upcoming fiscal year, without further action by the voters...." (Op State Compt 77-406, 1977 (unreported), quoted at p. 4-18e)

Municipalities may use Federal revenue sharing funds to contract with free association libraries (30 Op State Compt 49, 1974, quoted at p. 4-18b; 32 Op State Compt 74, 1976, quoted at p. 4-18e). "A town may grant

[Federal revenue sharing] moneys to a free association registered by the regents in excess of the amount set forth in a contract between the town and the library for library services." (Op State Compt 79-410, 1979, quoted at p. 4-18g) "There is no limit as to the amount a town can expend for a contract with the local free association library" (17 Op State Compt 374, 1961, quoted at p. 4-14)

"While no referendum is either required or permitted concerning the making of a contract between a town and a free association library for library services, the town board could hold a public hearing on this matter" (22 Op State Compt 870, 1966, quoted at p. 4-16). "No special hearing is required for a town to enter a contract with a library under which the town contracts for library service (Educ L. §§255, 256, 259; Town L §113)" (23 Op State Compt 72, 1967, quoted at p. 4-16)

NOTE: Sample contracts may be found in: 11 Op State Compt 596-7, 1955 (school district); and *The Free Association Library, Sample Bylaws, Sample Contracts*, p. 8 (town). The latter may be obtained from the Division of Library Development, Education Department, Albany, NY 12230.

1. Submission to Voters in School Districts

"Any appropriation by a school district for library purposes will need to be submitted in a separate resolution irrespective of whether the library for which the monies are being appropriated is a public library established by the school district or other governmental unit or a free association library" (Educ Dept Law Div memo, December 17, 1959, quoted at p. 4-2). "Section 256 authorizes any authority which could organize a public library under §255 to contract for library services with a public library or with a free association library registered by the Board of Regents...The duration of a contract for library services under this section is one of the terms to be agreed on by the parties, and it may be longer than one year...It will be noted...that Laws of 1959 chapter 160, which amended §259 to require the tax for the support of a library to be submitted through a separate proposition [in a school district], did not amend §256 to require a separate proposition. It could well be argued that this was intentional...I do believe, however, that it would be better practice for respondent and other school districts who wish to contract for library services under §256 to submit the appropriations to the voters as separate propositions rather than as items in the school budget, and I recommend that they follow that practice. Library services are separate and distinct from the operation of the schools, and, as long as voter approval is required by law, the voters should be given the opportunity to vote separately on these two disparate items." (In the Matter of the Appeal of Thomas L. Baasch, 1971, Commissioner's Decision 8271, 10 Ed Dept Rept 194, quoted at p. 4-18a) However, "the trustees of a free association library may not, pursuant to Education Law §260(7)-(10), cause a special meeting of a school district which provides financial support to a free association library," but "...a board of education of a school district may call a special meeting of the school district to vote a tax to provide additional funds for a free association library." (26 Op State Compt 235, 1970, quoted at p. 4-18a).

2. a) Acquisition of Property with Tax Monies

"There is no provision authorizing a school district or other governmental subdivision to issue bonds to obtain moneys for the support of a free association library. The trustees of a free association library would have the right to give notes, mortgages and other usual evidence of indebtedness" (Educ Dept Law Div ltr, January 17, 1956, quoted at p. 4-80). The Division also held that money appropriated in accordance with section 256 for an association library "...can be used by the library for any library purpose including the purchase or improvement of real property for use as a library building. Moreover, moneys so appropriated may be accumulated by the association library over a period of years for use for such purposes" (ltr, April 12, 1956, quoted at p. 4-80). The provisions of Education Law §256 "...provide the basis for the legal authority for the appropriation of funds by a school district for the support of a library. There is no restriction in the statute as to the purpose for which money so appropriated may be used...I find no merit in appellant's argument that the execution of a mortgage by the trustees of the (association) library in some way encumbers the faith and credit of the school district...The library is a separate corporation and any obligation executed by it is the obligation of the corporation. Similarly, the act of the library corporation in leasing or selling to the village...a portion of the proposed new building is the act of a separate entity from the school district and so far as the record here indicates, is not objectionable" (In the Matter of the Appeal of Richard L. Boyle, 1969, Commissioner's Decision 7844, 7 Ed Dept Rept 102, quoted at p. 3-92).

"A town may not acquire land by condemnation on behalf of a free association library for the construction of a new library. A free association library may not acquire land by condemnation" (27 Op State Compt 87, 1971, quoted at p. 4-80 and 4-18a).

"Education Law §256 authorizes a municipality to enter into a contract with a free association library to pay money for the capital or operating expenses of such library...However, we interpret such section as authorizing only the use of *current* funds in connection with such a contract. There is no authority for a municipality to issue obligations for that purpose...." (33 Op State Compt 142, 1977, quoted at p. 3-92).

"A town may not construct a building to be used as a town hall larger than it will need in the foreseeable future for the sole purpose of providing space and facilities for a free library association" (25 Op State Compt 386, 1969, quoted at p. 4-18. Reaffirmed by Op State Compt 78-796, 1978 (unreported), quoted at p. 4-18f).

2. b) Leasing

The Comptroller has stated that section 1 of Article VIII of the New York State Constitution would prevent giving village real property to a free association library or erecting a building at village expense to be given to such a library: "There would be no legal objection, however, to the village selling or leasing a parcel or unimproved real property to the library for a reasonable consideration (Village Law §1-a, 89(3))" (6 Op State Compt 253, 1950, quoted at p. 4-80). However, "While I would agree that the [association] library would have the authority to enter into a lease for...space, I do not feel in the light of the statute that there would need to be a lease since...it would be within the power of the Town to provide housing for the library in the same way that it would provide space for any public purpose" (Op Counsel Education Department, July 25, 1961, quoted at p. 4-13). "A village may contract to lease an unneeded portion of village hall to a free association library for library services to village residents...When a true lease of unneeded space in village hall is made to a free association library for a period of years, the law is not clear whether the library may undertake renovations on the leased premises involving only minor structural changes without competitive bidding" (Op State Compt 80-170, 1980, quoted at p. 4-18g).

CONFLICT OF INTEREST

Trustees of association libraries should not do business with the library. "A trustee of a library association may not sell insurance to same" (2 Op State Compt 95, 1946, quoted at p. 6-7). This was further expanded by another opinion:

> It is immaterial whether or not the trustees of a free association library are public officers. They are trustees and have no right to enter into contracts with themselves as individuals at the expense of those for whom they are acting, and whose interests they are bound to guard and protect. The common law rule is not limited to public officers and municipalities; it applies also to private positions of trust...The common law rule that no officer of a municipality or other political subdivision of the State may be interested in a claim against the political subdivision of which he is an official, with certain exceptions, is applicable to trustees of a free association library.
>
> (Op State Compt File No. 2462, 1947, quoted at p. 6-7).

Officials of municipalities or school districts which contract with association libraries "...may not also hold the office of trustee...of a free association library to which...funds are contributed" (Op State Compt File No. 1845, 1947, quoted at p. 6-7). Similarly, "I find no statute which compels the board of trustees [of a free association library receiving appropriations from a town]...to appoint a member of the town board to that body nor any provision of law which requires a person so named to serve upon the board of library trustees" (1949 Op Atty Genl 102 [Formal], quoted at p. 4-13).

MISCELLANEOUS

1. Competitive Bidding

"...Association libraries are not required to seek competitive bids for purchases of materials or services in connection with building an addition" (Educ Dept Law Div, ltr, August 26, 1964, quoted at p. 4-55). "...The provisions of subdivision 3 of Section 220 of the Labor Law and of Section 103 of the General Municipal Law do not apply to the purchase and improvement of real property for use by a free association library where funds for support thereof are provided by a municipality or a school district" (Educ Dept Law Div, ltr, June 5, 1963). (See also In the Matter of the Appeal of Richard L. Boyle, 1969, Commissioner's Decision 7844, 7 Ed Dept Rept 102, quoted at p. 3-92). This opinion was cited in French v. Board of Education, 1980 (417 NYS 2d 389, aff'd __ AD __ 2d __, 424 NYS 2d 235), wherein the Court concluded that a "...non-public, free association library is not named in the definition of 'Political subdivision' and is not a part or entity which is subject to the mandate of General Municipal Law Section 101 [requiring public bidding on three separate construction contracts]" (quoted at pp. 4-18g and 4-80). However, "A free association library which is designated as a third party to implement part of a county community development program which involves removing architectural barriers at the library is acting as an agency of the county for that purpose and would be subject to the same competitive bidding requirements as the county" (Op State Compt 80-54, 1980, quoted at p. 4-80a).

2. Freedom of Information and Open Meetings Law

a) The Counsel to the Committee on Open Government has stated that the Freedom of Information Law has no application to association libraries; although an association library "...may have many of

the characteristics of a governmental entity (i.e., funding from government, participation in state health and retirement plans), it is a private separate legal entity which has the power to hire and fire its employees without governmental infringement...Neither the system nor its trustees possess governmental powers; they merely provide a service. Further, the Appellate Division has held that the New York City Public Library is not a governmental or public employer within the coverage of the Taylor Law, which pertains to government employees [New York Public Library v. New York State, 357 NYS 2d 522, 533 (1974)]. In addition, the Commissioner of the State Department of Education has held that obligations executed by a free association library do not in any way encumber the faith or credit of a school district from which it receives funds (Matter of Appeal of Richard L. Boyle, 1968, 7 Ed. Dept. Rep. 102). Consequently, as the facts have been described to me, the system in question does not, in my view, appear to be subject to the Law" (Op COPAR FOIL 433, August 26, 1976 quoted at p. 3-101). However, the Court of Appeals, in rejecting an appeal by a village whose volunteer fire department had refused a newspaper access to records of a lottery sponsored by the department, stated in part, "We begin by rejecting respondents' contention that...a distinction is to be made between a volunteer organization on which local government relies for the performance of an essential public service...and on the other hand, an organic arm of government...Key is the Legislature's own unmistakably broad declaration that... '...it is incumbent upon the state and its localities to extend public accountability *wherever and whenever* feasible' (emphasis added) (Public Officers Law §84)...If we were to assume that a lottery and firefighting were generically separate and distinct activities, at what point, if at all, do we divorce the impact of the fact that the lottery is sponsored by the fire department from its success in soliciting subscriptions from the public?" (In the Matter of Westchester Rockland Newspapers, Inc. v. Lester M. Kimball, 1980, 50 NYS 2d 575 (quoted at p. 3-101a)).

b) Open Meetings Law

Education Law §260-a (quoted at p. 3-13) requires that "Every meeting...of a board of trustees of a library system, cooperative library system...or free association library, including every committee meeting and sub-committee meeting of any such board of trustees in cities having a population of one million or more, which receives more than $10,000 in state aid shall be open to the general public...." Education Law §260(5) (quoted at p. 3-1) states that the boards of trustees of free association libraries "...shall hold regular meetings at least quarterly, and such boards shall fix the day and hour for holding such meetings." Trustees may "Meet on their own adjournment or when required by their by-laws, and as often as they shall be summoned by their chairman, or in his absence by the senior trustee, on written request of their trustees. Seniority shall be according to the order in which trustees are named in the charter or subsequently elected. Notice of the time and place of every meeting shall be mailed not less than five nor more than ten days before the meeting to the usual address of every trustee" (Education Law §226(3), quoted at p. 3-1).

PUBLIC LIBRARIES

The same education statutes from which all library trustees derive their basic powers, also qualify in other sections, the powers of the public library trustees, even though Education Law §260(1) states that "Public libraries authorized to be established by action of the voters or their representatives shall be managed by trustees who shall have all the powers of trustees of other education institutions...as defined in Education Law §226..." which is qualified for public library trustees by various statutes, court decisions, or administrative interpretations hereinafter quoted.

Public library trustees may be appointed or elected (Education Law §260(2), quoted at p. 3-27). Where trustees are appointed, and a vacancy occurs, it was held in Roujansky v. Town Board, Town of Orangetown "...that section 260 applied only to initial appointments to the library board and that it does *not* apply to the filling of vacancies on such boards. Accordingly, the Court concluded...[that] the library board of trustees has the power to fill such vacancies" (31 Op State Compt 57, 1974, quoted at p. 3-35b). This was confirmed in another case where the Court decided that vacancies "...caused for any other reason [than expiration of a term] are to be filled for the balance of the unexpired term by the board of trustees...[S]ection 226(4) of the Education Law controls" (In the Matter of the Application of the Cairo Public Library, 1986).

However, "Where trustees are elected by the legal voters the person so appointed to fill any such vacancy shall hold office until the next annual election of trustees" (Education Law §226(4), quoted at p. 3-33).

Public library trustees are public officers (1954 Op Atty Genl 119 [Formal], quoted at p. 3-40c). "Every public officer who is not allowed any compensation for his services shall be paid his actual expenses necessarily incurred in the discharge of his official duties" (Public Officers Law §64, quoted at p. 3-40c). The definition of "necessary" expense and "actually incurred" has been

interpreted by the Comptroller in various opinions quoted at pp.3-40c-d. But "When a public officer ceases to be an inhabitant of the area of which he is required to be a resident when chosen, the office automatically becomes vacant and he need not resign" (12 Op State Compt 64, 1956, quoted at p. 3-33b).

The payment of staff members' expenses by public library boards for attendance at "A convention, conference, or school conducted for the betterment of any municipality..." is covered by General Municipal Law §77-b (quoted at p. 3-66). In a reversal of previous opinions, the Comptroller indicated that a public library board may pay membership dues of its librarians "...if it determines that such payment would serve a public purpose and be beneficial to the library" (Op State Compt 80-472, 1980, quoted at p. 3-68d).

PERSONNEL

1. Appointments
   Must be made in accordance with Civil Service Law (applicable provisions are quoted at pp. 3-43 and 44). "A person [so employed]...shall not be removed or otherwise subjected to any disciplinary penalty...except for incompetency or misconduct shown after a hearing upon stated charges...." (Civil Service Law §75(1), quoted at p. 3-76b)
2. Minimum Wage Law
   Labor Law §652(1) (quoted at p. 3-48) subjects public library employees to the minimum wage, in accordance with Public Law 99-150, effective April 15, 1986, with payment of the minimum wage retroactive to April 15, 1985 at the option of the local governing board (N.Y. State Comptroller. Governmental Affairs Review, January-February 1986, quoted at p. 3-48a).
3. Retirement and Social Security Coverage
   Where a municipality or school district has elected coverage, "...its participation covers all its agencies..." (Memorandum of Joint Legislative Committee..., quoted at p. 3-79).
4. Taylor Law
   Public library trustees must bargain collectively with recognized employee organizations in accordance with the Taylor Law (Civil Service Law §200 *et. seq.*, quoted at p. 3-7). Two court decisions have recognized the public library board as the "public employer" defined in the Taylor Law (see Erie County v. Board of Trustees... and Binghamton Public Library...v. City of Binghamton, quoted at pp. 7-9 and 7-10 respectively). Where a public library refused to negotiate, to participate in scheduled mediation sessions, and unilaterally changed the terms and conditions of employment, the library was ordered to cease and desist and "...to restore to unit employees the same benefits, privileges and working conditions in existence prior to the unilateral changes, and to make them whole for any losses sustained; to negotiate in good faith, including participation in mediation...." (Roosevelt Public Library and Civil Service Employees Association, 1985, quoted at p. 7-19b)
5. Unemployment Insurance Benefits
   Public libraries are subject to the provisions of the Unemployment Insurance Law (Labor Law §565(1), quoted at p. 3-55c). Instead of utilizing the payroll tax contribution method, they may elect to reimburse the Unemployment Insurance Fund on a dollar for dollar basis if and when claims are paid to former employees (Labor Law §565(5)(b), quoted at p. 3-55d).
6. Disability Benefits Law
   "A public library is not required to provide disability benefits...However, it has the option of voluntarily electing to provide such benefits" (Op State Compt 79-824, 1980, quoted at p. 3-47a).
7. Jury duty
   Boards of trustees are required to grant time off for jury duty in accordance with Judiciary Law §686, (quoted at p. 3-60c). "Although a municipality is required to grant employees a leave of absence for jury duty, such leave of absence may, at the option of the governing board...be either a paid, unpaid or partially paid leave of absence" (31 Op State Compt 126, 1975, quoted at p. 3-60d). "The municipality may formulate rules relating to leaves of absence for jury duty with or without pay and may provide therein for reductions in pay to reflect the receipt of such jury fees" (34 Op State Compt 143, 1978, quoted at p. 3-60d).

RECEIPT AND DISBURSEMENT OF TAX MONIES

Are public library trustees fiscally subordinate to any other body or bodies? Only the public library trustees may approve payments from the library funds, and their approval "...is sufficient to authorize the treasurer of the municipality or school district having custody of library moneys to disburse the same. A second audit by the official or body having jurisdiction to audit claims against the municipality or school district is unnecessary...." (Op State Compt File No. 5017, 1951 (unreported), quoted at p. 4-32)

1. a) Municipal Public Libraries
   While the appropriation powers of cities, towns and village boards seemingly subordinate municipal library trustees, because such boards "...may be in a position to curtail financial support unless the library board adheres to a policy...which is acceptable..." to such a board (16 Op State Compt 48, 1960, quoted at p. 3-52), the Comptroller has also stated that "...library trustees are not...subject to

the will of the town board in the performance of their duties" (28 Op State Compt 2, 1972, quoted at p. 4-5f). Similarly, "Where a village budget appropriates money for a village public library by line items, the library board of trustees may disregard the line items and use the money as it sees fit in administering the affairs of the library" (28 Op State Compt 137, 1972, quoted at p. 4-5f). While the municipal governing board "...possesses budgetary control over the expenditures of a public library...Once such a library appropriation has been made, the money is earmarked and becomes the property of the library trustees...The village board has no real control over the character of library expenditures...Thus, in general, the village may determine how much may be spent, but not how it may be spent...." (Op State Compt 78-549, 1978, quoted at p. 4-6)

Where a town board withheld from the public library trustees library records, the Court, in accordance with Education Law §259(1), upheld the library board's right to demand library funds, books and records in the custody of the then treasurer (In the Matter of the Application of the Cairo Public Library, 1986, quoted at p. 4-31a-3).

Despite such fiscal independence, a municipal public library may not change its fiscal year (Op State Compt 77-450, 1977 (unreported), quoted at p. 4-6), nor is "...there...statutory authority for a library board of a municipal public library to determine to submit its proposed budget to the voters...[S]pecial legislation would be required to authorize such a procedure" (Op State Compt 83-96, 1983, quoted at p. 4-6a).

While "Surplus funds of a municipal or school district public library may be carried over from year to year without limitation" (Op State Compt 78-923, 1978, quoted at pp. 4-35a-4 and 4-37a), in the case of a municipal library, unless "...a fixed amount had been voted by the taxpayers, the budget request of the library board for the ensuing year may be reduced by the town board by the amount of any estimated surplus...Even though the library board may not desire to consider such surplus in reduction of the budget request, the town board may, nevertheless, take into account the estimated surplus in the library fund and, by reducing accordingly the amount of the library appropriation requested by the library board, may, in effect, utilize the surplus to reduce the tax levy" (Op State Compt 72-197, 1972 (unreported), quoted at p. 4-35a). "Surplus moneys may be carried forward from year to year [by a school district public library] without regard to the limitations contained in [Real Property Tax Law] section 1318 [relating to surplus funds in excess of two per cent of the current school year budget]" (Op State Compt 87-49, quoted at p. 4-39b).

On the other hand, outright gifts and donations to a public library need not be included in an annual budget, and "...such moneys could be expended on order of the trustees for...expenses other than operating expenses...Libraries may carry-over and accumulate surplus moneys from year to year...." (Op State Compt 80-340, quoted at pp. 4-20a and 4-35a-4)

1. b) School District Public Libraries

The appropriation for library purposes "...shall be submitted to voters of the district in a separate resolution..." (Education Law §259(1), quoted at p. 4-1). The board of trustees of a school district public library shall "...be authorized...to give notice of and to conduct a special meeting for the purpose of electing library trustees and of submitting initially a resolution...in accordance with the provisions of...[Education Law §259(1)]" (Education Law §260(7), quoted at p. 4-3b-2).

In regard to school district public library trustees, an earlier opinion of the Comptroller stated that "...it would appear that the actual management and control of the library building is by law placed with the trustees, although title resides with the school district. The board of education of the school district is given no express right to control the actions of such trustees. It will also be noted that the power to establish a library, elect trustees, transfer library property owned by the school district and to abolish a public library is reserved to the electors of the school district and not the board of education...It would appear...that the Legislature intended to vest in the library trustees the exclusive right to manage and control library property regardless of whether the title thereto is in the library corporation or school district; that consequently the board of education has no duties or powers relative to the management and control of such property..." (4 Op State Compt 609, 1948, quoted at p. 3-96b). This opinion was cited in a decision where the Court affirmed that title to a school district public library building was held by the school board, but "...the library board of trustees retained 'life' use in the property...." (Merrick Library v. Merrick Union Free School District, 1987, quoted at p. 3-96b-1)

Thus, where a school district public library submits a budget for voter approval, "...The appropriation for library purposes is to be considered an annual appropriation unless otherwise directed by the vote. Therefore, if no increase or other change in the appropriation is contemplated, the annual

appropriation stands and need not be voted each year. If there is any change in the appropriation, it must be submitted to the voters as a separate proposition and not as part of the budget. There is no requirement that expenditures for library purposes be made in the same fiscal year in which the appropriation is made. Once funds are placed in the library account pursuant to proper authorization, they remain in that account subject to being expended upon proper authorization of the library trustees" (Educ Dept Law Div memo, May 10, 1961, quoted at p. 4-2). "Thus a board of trustees of a school district public library may appropriate and expend surplus funds for any proper library purpose, although the purpose was not in the budget for that year nor considered by the voters" (Op State Compt 71-804, 1971 (unreported), quoted at p. 4-37). Similarly, "A board of trustees of a school district public library may utilize unexpended surplus funds accumulated from year to year for the purpose of installing control air conditioning in the library building. The approval of the project by the board of education is not a legal necessity" (Op State Compt 72-701, 1972 (unreported), quoted at p. 4-37).

Nevertheless, despite the fact that "School district public libraries possess more independence than other public libraries," they do not possess the authority to change their fiscal year (Op State Compt 78-1044, 1978 (unreported), quoted at p. 4-37a).

"...The library trustees can request an appropriation of any size they wish, but it is up to...the district voters...to approve the request and appropriate the money" (Op State Compt 78-549, 1978 (unreported), quoted at p. 4-6). Thus, "Any increase in the amount of taxes to be raised to meet the expense of negotiated salary increases for [school district public] library employees would require voter approval..." (Op State Compt 79-925, 1980, quoted at p. 3-53a). The opinion further states "If the appropriation for library purposes, which includes the increased amount for salary increases, is defeated, moneys for the salary increases must be allocated from the continuing lower appropriation or from other sources of library funding." In the event of a budget defeat, school district public library trustees may, in accordance with Education Law §260(9) (quoted at p. 4-9b), "...give notice of and conduct a special district meeting of the qualified voters of the school district...."

Where a school district treasurer acts as custodian of the library funds, and performs other functions, such as payroll preparation, payment of bills, etc., the school district may not "...charge the library for the costs of those services which are incidental to maintaining the library fund...." (Op State Compt 86-54, quoted at p. 4-31a-5)

Public library trustees are empowered to invest library funds: "Moneys which are given to the trustees in trust under the terms of a true trust are invested in accordance with the provisions of the Estates, Powers and Trusts Law rather than General Municipal Law §11 or Education Law §1723-a, as the case may be (1969 Op St Compt §69-421...[(unreported)]). Estates, Powers and Trusts Law §11.22 (a)(1)(L) authorizes the investment of trust funds in shares of savings and loans associations, as provided therein" (30 Op State Compt 60, 1974, quoted at p. 4-23). Where public funds are involved, the Comptroller has stated: "Laws of 1973 chapter 200 amended [Education Law] §259(1) to allow public moneys to be paid over to the treasurer of the public library on demand of the library trustees. However, there was no statutory amendment which would confer upon the library trustees the power to authorize investment of public funds which would be in the custody of the library treasurer as a result of the demand of the trustees. Nevertheless, since the trustees have custody and control over such moneys and the power to expend them as allowed by law, without the approval of, or necessity of audit by, the municipal or school district governing board, we feel that the trustees, by necessary implication, possess the further power to authorize the temporary investment of such funds in the same manner and to the same extent as is provided in General Municipal Law §11 for the investment of municipal funds, with respect to moneys of municipal libraries, or as provided in Education §1723-a, with respect to moneys of municipal libraries, or as provided in Education §1723-a, with respect to moneys of school district libraries (29 Op State Compt 185 (1973)...We note that the said sections do not provide authority for investments in federal savings and loan associations, savings banks, or industrial banks (see 20 Op St Compt 250 (1964), and that such institutions do not qualify as banks and trust companies within the meaning of the cited statutes" (30 Op State Compt 60, 1974, quoted at p. 4-24).

When public moneys are invested, "Official custodians of funds of states or their political subdivisions who deposit public funds in time and savings deposits in an insured bank located in the same state are insured up to $100,000 for all such deposits, in addition to $40,000 coverage for such funds deposited in one or more demand deposit accounts in the same insured bank...[Where] funds in question are deposited in a demand deposit account...the F.D.I.C. insurance coverage is $40,000

and, thus, only securities to that extent should be released. If, on the other hand, the...funds in question have been invested in certificates of deposit or time deposits, then the F.D.I.C. insurance coverage is $100,000 and pledged securities in that amount may be withdrawn" (Op State Compt 74-1360, 1974 (unreported), quoted at p. 4-25).

A Negotiable Order of Withdrawal account "...is a special time deposit and, thus, a form of temporary investment authorized by...statute" (Op State Compt 78-1049, 1978 (unreported), quoted at p. 4-27b). " 'Six-month money market certificates' are considered to be time deposits...[but] should be distinguished from a 'money market fund' which is not an authorized investment...." (Op State Compt 80-209, 1980, quoted at p. 4-27b-4)

Education Law §253(5) (quoted at p. 4-29b) authorizes "...boards of any two, or more, public libraries, Indian libraries, reference and research library resources systems, cooperative library systems, or association libraries...[to] pool surplus funds to be used for the purchase of certificates of deposit in any bank or trust company...." However, this statute does not provide "...authority for the joint investment of school district and school district library funds...." (Op State Compt 79-223, 1979, quoted at p. 4-29b)

2. Building Projects and Repairs
   a. Building Projects – Municipalities and school districts are authorized to "...acquire real or personal property for library purposes by gift, grant, devise, bequest or condemnation...[and] may appropriate money raised by tax or otherwise to equip and maintain...[a] library or libraries or to provide a building or rooms for its or their use (Education Law §255(1), quoted at p. 4-41). In school districts, trustees of public libraries "...may compel the board of education to call, give notice of, and conduct a special district meeting for the purpose of designating and acquiring a site and authorizing the issuance of obligations of the school district for acquisition and construction of library facilities, or either..." in accordance with Education Law §260(10) (quoted at p. 4-42; Op State Compt 86-3, 1986, quoted at p. 4-42a). The authority to compel the board of education to place such a proposition before the voters was confirmed in the Appeal of the Board of Trustees of the North Merrick Public Library, 1986, Commissioner's Decision 11600, Ed Dept Rept (quoted at p. 4-42a).

   "A public library is not subject to zoning ordinances" (23 Op State Compt 660, 1967, quoted at p. 4-49a); however, although "...it now appears settled that as a general rule the State and its political subdivisions, in the exercise of their governmental functions, are exempt from local zoning and building codes and other local laws or regulations promulgated pursuant to general police powers...[T]he New York State Uniform Fire Prevention and Building Code Act...may have application...." (Op State Compt 87-47, 1987, quoted at p. 4-49b)

   b. Repairs – for definition of a "repair," see 4 Op State Compt 484, 1984 quoted at p. 4-38.

      1. Municipal Libraries

      "Trustees of a town public library may authorize major repairs to a library building. The Library fund should be used to pay library maintenance and repair costs if adequate to do so; but, where necessary, the town board may by resolution transfer surplus funds, unexpended balances, contingent funds or the proceeds of authorized borrowing to the library fund" (15 Op State Compt 15, 1959).

      2. School District Public Libraries

      In accordance with General Municipal Law §6-d(3)(a) "a school district may expend moneys from its repair reserve fund for repairs to the heating and plumbing systems of a district-owned building housing a school district library only if the repairs are of a type which do not recur annually or at shorter intervals" (26 Op State Compt 225, 1970).

      When asked whether a school district or the board of trustees of a school district library is responsible for major repairs to a library building owned by the school district, the Comptroller stated: "Generally, current expenditures for operation, ordinary maintenance and routine repairs of a school district library building owned by a school district are the responsibility of the library trustees and chargeable to the library fund (Education Law, §§255, 259; Opns St Comp, 1977, No. 77-823, unreported; Opns St Comp, 1977, No. 77-64, unreported). Section 255(1) of the Education Law authorizes appropriations to 'equip and maintain' libraries and section 259 makes the library trustees responsible for expending library fund moneys. However, in Opn No. 77-64, supra, we expressed the view that, in light of the school district's ownership of the building, it can, if it so desires, accept responsibility for repairs to the building and determine the extent of repairs to be made" (Op State Compt 80-631, 1980).

CONFLICT OF INTEREST

"No person who is a member of any municipal council or board authorized by this section [260 of the Education Law] to appoint public library trustees in any municipality shall be eligible for the office of such public library trustee in such municipality" (Education Law §260(4). quoted at p. 3-27). "The offices of

trustee and treasurer of a public library are incompatible" (15 Op State Compt 415, 1959, quoted at p. 6-7). "A town public library should not purchase fuel oil from a company in which the town supervisor is a partner" (17 Op State Compt 423, 1961, quoted at p. 6-7). "The same person may not serve as town supervisor and trustee of the town public library" (21 Op State Compt 465, 1965, quoted at p. 6-8). But there is no incompatibility of office where the same person is both a member of a board of education and the board of the school district's public library (In the Matter of the Appeal of Alfred Schoch and Irwin Betheil, 1981, quoted at p. 6-15), and 1981 Op Atty Gen'l 264 [Informal], quoted at p. 6-15).

MISCELLANEOUS

1. Competitive Bidding
   General Municipal Law §100-a (quoted at p. 4-53) requires public bidding "...in the negotiation of contracts for public works and public purchases to which political subdivisions or [any] district therein is a party..." General Municipal Law §100(1) defines a "political subdivision" as a "municipal corporation, school district, district corporation..." (quoted at p. 4-53). The Comptroller has stated that "A school district library is an agency of the district, and...therefore the library trustees must let contracts for public works and purchases by competitive bidding in accordance with General Municipal Law §103..." (12 Op State Compt 179, 1956, quoted at p. 4-55). "A claim for services rendered or goods delivered under a contract entered into in violation of competitive bidding requirements is generally totally void and unenforceable..." (Op State Compt 87-46, quoted at p. 4-79). Purchase contracts in excess of $5,000 and Public works contracts in excess of $7,000 must be competitively bid (General Municipal Law §103(1), respectively quoted at pp. 4-54 and 4-81). In the case of purchase contracts, unless "...member libraries are *required* to purchase books through [a library system in accordance with a plan of service approved by the Commissioner of Education,]...the purchase of such items...by the system for or on behalf of member libraries would be subject to competitive bidding requirements where such purchase would be subject to bidding requirements if made by the member library itself..." (Op State Compt 80-355, 1980, quoted at p. 4-56b). Exceptions to the competitive bidding statutes: leasing or renting of property (11 Op State Compt 39, 1955, quoted at p. 4-69); contracts for professional services (24 Op State Compt 437, 1968, quoted at p. 3-90); items available only from one source (22 Op State Compt 93, 1966, quoted at p. 4-69).

   "The term 'purchase contract' pertains to purchases of materials, supplies, equipment or apparatus and...the term 'public works contract' encompasses contracts for services, labor or construction..." (21 Op State Compt 745, 1965, quoted at p. 4-71). The exceptions to the competitive bidding requirements for public works contracts "...are contracts involving services of professional people and persons having special skills or training" (28 Op State Compt 125, 1972, quoted at p. 4-72). Thus, the following would not be exempted: microfilming and data processing services (30 Op State Compt 68, 1974, quoted at p. 4-71); engagement of a night watchman (32 Op State Compt 141, 1976); bill collecting (Op State Compt 79-142); and services in conjunction with publishing a series of newsletters (Op State Compt 80-415) (all quoted at p. 4-72).

2. Freedom of Information Law
   Public libraries are subject to the provisions of the Freedom of Information Law (public Officers Law §84, *et. seq.*, quoted at p. 3-100 following). Only those items and matters outlined in Public Officers Law §89(2) (quoted at pp. 3-110a-2, b) are exempted.

3. Open Meetings Law
   Public libraries are subject to the provisions of the Open Meetings Law: "Every meeting of a public body shall be open to the general public, except that an executive session of such body may be called and business transacted thereat in accordance with section ninety-five of [the Public Officers Law]" (public Officers Law §103(a), quoted at p. 3-8). The Open Meetings Law requires that: "1. Public notice of the time and place of a meeting scheduled at least one week prior thereto shall be given to the public and news media and shall be conspicuously posted in one or more designated public locations at least seventy-two hours before such meeting. 2. Public notice of the time and place of every other meeting shall be given, to the extent practicable, to the news media and shall be conspicuously posted in one or more public locations at a reasonable time prior thereto. 3. The public notice provided for by this section shall not be construed to require publication as a legal notice" (Public Officers Law §104, quoted at p. 3-7).

   As used in the Open Meetings Law, "1. 'Meeting' means the official convening of a public body for the purpose of conducting public business. 2. 'Public body' means any entity, for which a quorum is required in order to conduct public business and which consists of two or more members, performing a governmental function for the state or for an agency or department thereof, or for a public corporation as defined in section sixty-six of the general construction law [quoted at page 1-1], or committee or subcommittee or other similar body of such public body. 3. 'Executive session' means that portion of a meeting not open to the general public (Public Officers Law §102,

quoted at p. 3-9). Where an executive session is entered into, the topics which may be discussed are as follows: "1. Upon a majority vote of its total membership, taken in an open meeting pursuant to a motion identifying the general area or areas of the subject or subjects to be considered, a public body may conduct an executive session for the below enumerated purposes only, provided, however, that no action by formal vote shall be taken to appropriate public moneys: a. matters which will imperil the public safety if disclosed; b. any matter which may disclose the identity of a law enforcement agent or informer; c. information relating to current or future investigation or prosecution of a criminal offense which would imperil effective law enforcement if disclosed; d. discussions regarding proposed, pending or current litigation; e. collective negotiations pursuant to...the civil service law; f. the medical, financial, credit or employment history of a particular person or corporation, or matters leading to the appointment, employment, promotion, demotion, discipline, suspension, dismissal or removal of a particular person or corporation; g. the preparation, grading or administration of examinations; and h. the proposed acquisition, sale or lease of real property or the proposed acquisition of securities, or sale or exchange of securities held by such public body, but only when publicity would substantially affect the value thereof. 2. Attendance at an executive session shall be permitted to any member of the public body and any other persons authorized by the public body" (Public Officers Law §105, quoted at p. 3-10d-4).

The public has a right to tape record meetings of a public body, according to the Counsel to the Committee on Public Access to Records, because "...tape recorders are generally small and inconspicuous. Since their presence could hardly detract from the deliberative process, a general rule prohibiting the use of tape recorders would today in my opinion be unreasonable" (Op COPAR OML 367, August 15, 1979, quoted at p. 3-10l). However, while "...the Open Meetings Law merely provides the public with the right to attend and listen to the deliberations of public bodies...it does not create a right on the part of the public to participate" (Op COPAR OML 327, April 20, 1979, quoted at p. 3-10h-1).

Public bodies must also make reasonable efforts to provide access for the handicapped at their meetings: "It shall be the duty of each public officer responsible for the scheduling or siting of any public hearing to make reasonable efforts to ensure that such hearings are held in facilities that permit barrier-free access to the physically handicapped, as defined in subdivision five of section fifty of the public buildings law [quoted at page 4-40]" (Public Officers Law §74-a, quoted at p. 3-2; also required by Public Officers Law §103(b), quoted at p. 3-8).

The Open Meetings Law further requires that "1. Minutes shall be taken at all open meetings of a public body which shall consist of a record or summary of all motions, proposals, resolutions and any other matter formally voted upon and the vote thereon. 2. Minutes shall be taken at executive sessions of any action that is taken by formal vote which shall consist of a record or summary of the final determination of such action, and the date and vote thereon, provided, however, that such summary need not include any matter which is not required to be made public by the freedom of information law as added by...[Public Officers Law §95 *et. seq.*] 3. Minutes of meetings of all public bodies shall be available to the public in accordance with the provisions of the freedom of information law, within two weeks from the date of such meeting except that minutes taken pursuant to subdivision two hereof shall be available to the public within one week from the date of the executive session" (Public Officers Law §106, quoted at p. 3-11). Each agency shall maintain: "...a record of the final vote of each member in every agency proceeding in which the member votes" (Public Officers Law §87(3)(a), quoted at p. 3-103).

"Minutes...consist of a summary of activities in which a public body engages during a meeting. In this regard, the Open Meetings Law requires that minutes be kept of both open meetings and executive sessions [§106]...once minutes have been compiled, they are accessible whether or not they have been approved by a public body. In the past, it has been suggested that unapproved minutes when disclosed be marked as such. Therefore, minutes consisting of the information described in subdivisions 1 and 2 or §96 [now §106] of the Open Meetings Law are available when they are compiled. With respect to transcripts which, as discussed earlier, may be distinguished from minutes, rights of access and the duties of public bodies are not so clearly defined as in the case of minutes. For example, although the Council has adopted a policy of transcribing its proceedings, it appears that there is no obligation that such a record be created. Moreover, the Freedom of Information Law provides access to specific categories of records [§87(2)]. As I interpret the Law, there is neither an obligation to create a transcript nor is there a right of access to a transcript if it is created. Since the Law is permissive, an agency may disclose a transcript of its proceedings, but it need not..." (Op COPAR FOIL 491, OML 58, February 15, 1977, quoted at p. 3-12). "As I read §101(2), minutes of executive session must be compiled only when action is taken in executive session" (Op COPAR OML 352, July 9, 1979, quoted at p. 3-12).

"In circumstances where a village clerk does not attend a regular or special meeting of the board of trustees, or an executive session conducted by the board, minutes of the proceedings must nonetheless be taken down to record the action taken by the board. The minutes as taken, whether by a member of the board or another person designated for that purpose, should be put in the form customary to that followed by the village clerk after the meeting, and, subsequently, be read and adopted by the board of trustees as the official minutes of the meeting. After the minutes have been read and adopted by the board, they must be entered by the village clerk in the permanent record of the proceedings of the board. Since the accuracy of the minutes are evidenced by the resolution of the board adopting the minutes, rather than the signature of the village clerk or other person who originally took down the minutes in the clerk's absence, and there is no legal requirement that he sign the minutes, it seems clear that the clerk should not sign the minutes. The clerk should accept the minutes for what they are, whether they are unsigned by the person who took them (unless the rules require the contrary) or signed by such person. If they are unsigned, to protect himself, the clerk should make an entry indicating who took the minutes" (Op State Compt 79-166, 1979, quoted at p. 3-12d). The Open Meetings Law "...does not require that minutes be approved-...[but] many public bodies routinely review minutes prepared by a clerk...and officially vote to approve them...[T]o comply with the Open Meetings Law, it has consistently been advised that minutes be prepared and made available within two weeks, and that if the minutes are unapproved, they be marked 'unapproved', 'draft' or 'non-final', for example. By so doing...the public can generally know what transpired at a meeting; concurrently, the public is effectively notified that the minutes are subject to change...." (Op COG OML 1286, June 5, 1986, quoted at p. 3-12a-3)

BEGINNING A LIBRARY BUILDING PROGRAM: WHAT THE TRUSTEES MUST KNOW AND DO STEP BY STEP TO YOUR NEW BUILDING

By L. Robert Dunstone, President, Board of Trustees, and Fay Ann Golden, Director, Liverpool [NY] Public Library

FOREWORD

We at Liverpool Public Library have recently completed an expansion and remodeling project of our library building; a two-story, 10,500-square-foot extension was added to a one-story, approximately 11,000-square-foot structure. This article contains as many suggestions as we could imagine from the accumulation of our research and experience.

STEP ONE – ESTABLISH COMMUNICATIONS

The first step a library board needs to take in planning for a new library building, or remodeling an old one, is made months or years in advance, when it establishes good communications with the director. It is necessary that the members believe that they have selected someone whose judgment they can trust, so that, when he or she reports that the need for additional space has become urgent, they are ready to take the report seriously and act on it.

STEP TWO – CONSULT THE PUBLIC

The board and the director have agreed that the overcrowding in the library is hampering its optimum operation. The patrons are having a hard time finding the materials they seek, or finding a place to sit to use it. The noise level is deafening; patrons complain that they cannot concentrate. There is no more room for new materials or innovative services, and staff morale has deteriorated from the hubbub and the lack of a private place for a quiet break to refresh the nerves for another stint in front of the public. But the public are the people who pay for the building and use it. They should be consulted about plans to make a major alteration to their library. Probably some tax money will be involved; possibly a public referendum must be passed. It is a good idea to get input from constituents before going too far along in the planning. An appointed citizens' committee can not only give excellent advice as to the view of the public about the strengths and weaknesses of the building and organization, but can also pave the way for a publicity campaign to help pass the referendum or to convince your funding body that the public favors your project. The makeup of the committee should represent a cross section of the residents of your area and include not only faithful patrons, but also some people who may be somewhat skeptical about the library. From the latter, you will certainly learn about the general view, but if the case for expansion or construction is strong, you will also have won over some of the people hardest to convince before you start the public campaign for construction.

STEP THREE – DELEGATE POWER FOR DECISIONS

A building committee should be appointed from the board. Perhaps it would be sufficient for the board to delegate decision-making powers to the president, if that seems more feasible. Although the director will be the principal person to have direct, day-to-day responsibility for the management of the construction, there will be many times when he or she will have to consult a board representative for quick decisions about unexpected, immediate crises. Trying to contact a large number of people could cost time and money to the project.

STEP FOUR – INITIAL ACTIONS

Step four consists of several diverse actions that must be followed initially: an analysis of the use of existing space; research into any published standards or guidelines that will reveal how closely the present facility fills community needs; possibly an early choice of a reliable library building consultant – one who has guided other similar libraries through the ordeal of a building program.

Different aspects of the use of the building should be examined. They include materials space, public study and traffic areas, community meeting rooms for library programs and outside organizations, public rest rooms, staff space for work, as well as an adequate staff lounge and locker room. Easily forgotten are the requirements for the custodial staff to have adequate sinks, mop closets, work space for repairs and assembly of furniture and equipment and a place for themselves to clean up after finishing messy chores. Parking is another important consideration when examining a building site. Of course, economical and efficient energy use is essential, as is accessibility for the handicapped. In New York

State, the new fire code must be consulted, because it affects a new building or the present building and any future plans to alter it. Fire inspectors will notice heat and smoke detectors, occupancy rates, adequacy of emergency exits and lighting, storage for flammable materials and the use of nonflammable materials in such items as drapes and carpeting.

There are several publications that help in evaluating the present structure and comparing it with standards for library space according to the size of the population in the area served. (Some of these are listed in the short bibliography at the end of this article.) Information about standards for buildings is important not only in determining what to include in a new library, but also to use in convincing the public and/or a funding agency that a new building is needed.

"...consultant should understand library needs for the future..."

Hiring a library consultant is a worthwhile expense, if only to confirm that the right moves are being followed. Correcting errors once they are set in mortar and brick is far more expensive than paying for advice to avoid them. Depending on how much money there is in the budget, a consultant can be engaged from the start to help analyze the library's needs and stay through to the selection and arrangement of new furniture and equipment. It is important to check out the credentials of a consultant, to make sure this person has experience with the type of library involved. Your consultant should understand library needs for the future and the present day, how to deal with architects, contractors and vendors, and should know the pitfalls of dealing with them.

STEP FIVE – RETAIN A LAWYER

If the board does not have a lawyer whose services it uses in the regular course of operation, now would be a good time to find one. There are many problems that arise during a major building project – some that can be foreseen and others no one would dream of. A lawyer is essential to protect the interests of the institution in any controversy.

STEP SIX – CONSULT AN ARCHITECT

The key person in this whole effort is, of course, the architect. While selection of the best possible firm is essential, it must be remembered that there must be funds available to pay for preliminary designs, even before the main fund raising efforts are underway.

First, the director should have a building program outlined to present to the board for its approval. This consists of a list of the kinds of activities that take place in the library: reference; technical services; public study and browsing; displays; lectures; storytimes; and all the other uses that a public library encompasses. Provision must be made for the expectations of future developments in technology and anticipated growth in services staff and collection as well. This building program allows the board to interview prospective firms using the information to judge how familiar the architects are with the needs of a library. It also saves time in dealing with the chosen architect later, if the clients have a good idea of their requirements. At the same time, it is important to remember that architects are hired for their unique expertise. It is a mistake for the client to try to lead the architect in his or her design. Experts are hired for the training and experience which enables them to know how best to satisfy the needs of the library within the constraints of money, building codes and fire safety laws. Therefore, the program should only explain the needs and the relationships of various activities to each other, leaving the actual arrangement to the architects.

One obvious measure of a firm's ability to fulfill the job would be previous experience in designing a library. It is also a good idea to consult with previous clients to make sure that the firm has succeeded in designing attractive and functional library buildings. Fees for architects usually follow a commonly accepted standard percentage of the total cost of the project. Competitive bidding is not usually an element in choosing a firm.

STEP SEVEN – CONSOLIDATE PLANS

At this step, the decision has been made to go ahead with the project, and there is a solid body of citizens behind it. A consultant is ready to examine your operation, to evaluate what is there and make suggestions for improvement. The staff has carefully thought through work patterns in public areas and behind-the-scenes work areas and has written what they do and what they would like to do better. The director, the board and the consultant have tried to peer into a crystal ball to predict future demographics for the community served and developments in library service that are likely to come. Based on all the information presented, the architect begins preliminary designs. These designs can be used to convince voters or a town board or a city commission that the need for a new or remodeled library is crucial and that the collective wisdom of all these groups has devised the most economical solution.

There must also be a decision made as to the location of the project. If this is a renovation of an existing building, it is a matter of working within the constraints of existing conditions. However, if it is a matter of finding a completely new location, there are several points to keep

in mind when choosing a building site. First, the spot should be in a place easily accessible to a large number of people. Walking patterns, parking and bus routes must be considered.

"...allow for land... space to expand the building in the future..."

Second, an adequate amount of space must be obtainable. While cost is always a consideration, it is a mistake not to allow for land for an adequate size building with plenty of parking, and above all, space to expand the building in the future even before the present design is completed.

The current uses of the surrounding area must also be taken into account. It is preferable to be near the center of activity for the community. Use of your facility will be heavier if it is convenient for your patrons to stop while on errands or if it is where large numbers of people can run in on a lunch hour. The proximity of schools is another consideration. A public library can never substitute for a school library, nor can a school library serve the variety of functions of a public library. They can work together for the benefit of the children of a community, and field trips can be facilitated if a long bus trip is not necessary between a school and the public library. A new library building must not be set off in splendid isolation. The modern library is an integral component in the life of its community, and its location must illustrate and implement that fact. One study found that the heaviest use of a library building came from those who lived or worked within three miles of its location.

STEP EIGHT – ESTIMATE COSTS

At this step, the architect creates the preliminary drawings to be used in determining cost estimates and in publicity for fundraising efforts. Allowances for cost overruns and change orders must be made at the preliminary stage to avoid having the board return twice for approval of the project. Other costs to consider in addition to the actual construction are land acquisition and improvement, financing, architect fees, legal fees, moving and cleaning expenses.

STEP NINE – FIND THE FUNDS

Now to obtain the funds to carry out the plan. The board of trustees, the citizens' committee, the friends and the staff must be mobilized to help convince the funding body to acquire the land, to appropriate the building funds, to run a referendum or to help write grant proposals to obtain the funds. This depends on the kind of governance that controls the situation, on the kind of community that is served, and above all it depends on the kind of relationship between the library and the public that has been built up over many years.

STEP TEN – DRAW UP THE BID SPECS

Once the funds are obtained, the architect can draw up the schematics, the detailed drawings upon which building code approvals and bid specs are based. This is a crucial point for a consultant to be involved. This is where the building begins to take on final proportions, and it is important not to forget any vital elements. The story of the school dormitory comes to mind. It seems that it was not until students began to move in that it was discovered that no one had remembered to include closets!

From the moment the specs are advertised, any changes can represent extra expense. Among the pitfalls are the losing bidders who might point out that had they known about changes, their bid would have been different. Legal fees can become expensive as a result of such discussions.

STEP ELEVEN – LET OUT THE BIDS

Bid advertising, submitting and awarding are all governed by strict laws. A lawyer, a purchasing agent and/or some official with expertise in the field is essential.

STEP TWELVE – APPOINT A CLERK OF THE WORKS

Not only do you need contractors to do the construction, heating, air conditioning, plumbing and electrical work, but, in the complicated world of modern building, a clerk of the works (COTW) has become more than a luxury item on such a project. The COTW represents the owners' interests and intercedes with contractors and architects to make sure the specs are adhered to and the work schedule is followed. In general, the clerk tries to forestall mistakes and disagreements. The COTW is essential for legal protection, safety control and to ensure that the plans for the construction are followed, i.e., location of doors and windows and electrical outlets as well as the quality of the materials used. A reputable firm must be selected with the same care that was shown in selecting the architect and the consultant.

"...a contact person on the board who can be reached quickly...."

The complications that arise during any construction project are hard to foresee; this is where a director needs a contact person on the board who can be reached quickly and from whom a decision can be obtained on change orders that may be needed in an emergency. Most change orders involve extra expenditure; therefore, many may need full board approval.

STEP THIRTEEN – KEEP TRACK OF CONSTRUCTION COSTS

It is essential that at least one person be assigned to keep track of construction costs, costs related to change orders and advance payments on construction. This person can act as a liaison between the architect and the library and also provide the necessary assurance that the project will come in on budget or notify the board if there are any budget problems.

STEP FOURTEEN – EMPLOY PROFESSIONAL MOVERS

Expenses that must be included in a construction budget are incidentals like moving expenses and rental of temporary quarters for the library if the building must be closed for an extended period of time. If there is an expansion or remodeling project, extra help may be needed for cleaning the older portion of the building during and after construction. Although many smaller libraries have used volunteer help in a move, resulting in much favorable publicity, a contingency budget for moving should be established in case volunteer help fails. If a longer or more complicated move is involved, professional movers should be employed. Even for remodeling of a present building, which involves simply rearranging the collection during construction, a professional firm should be considered. The swiftness with which they work and their expertise will diminish the risk of damage to library materials. The fact that they carry insurance against damage or injury makes their fees an investment worth considering. Again, checking credentials and asking for references is essential. A cut-rate outfit can cost more than it saves.

STEP FIFTEEN – INVESTIGATE FURNITURE AND EQUIPMENT COST

There is no good formula dictating the percentage of a construction budget that should be devoted to furniture and equipment. The needs of each project are different. The best bet is to investigate catalogs from library furniture and equipment companies for estimates. An architect may have contacts with local manufacturers who will be able to give estimates of expenses. It is advantageous for the director and the board to work with the architect in order to get an informed opinion of the library space. Architects also know formulas for the space usually allotted in a building for different tasks.

STEP SIXTEEN – KEEP STAFF AND PUBLIC INFORMED

Once construction starts, aside from watching anxiously, trying to be on hand for questions and keeping control of one's own emotions in dealing with contractors, the library director and board should make an effort to keep the staff informed of progress, if the construction is off site. But if a remodeling project is involved, with the staff trying to work through noise, dirt and lack of temperature control, efforts to maintain their morale are crucial to the success of the project and to the health of the institution once the project is completed. A group of people who do not know what is happening or do not know how unfolding events will affect their future lives may become panicky and depressed and conjure up horrors never dreamt of by an administration or a board. Perhaps, a committee of staff could be enlisted to help plan opening ceremonies and celebrations, thereby helping them to feel included in the project and reminding everyone that there will be a moment to celebrate when the building is finished.

By the same token, it is important to devise ways to keep the public informed of progress, especially if the building is closed for a protracted time. Letting the patrons know what to expect can relieve their anxieties also.

Remember that everything will take longer and cost more than anyone estimated. The things that do come in under cost and on time will be pleasant surprises.

"...be aware of the times to question [experts'] judgment."

Dealing with all these experts can be intimidating, especially since most librarians and board members only go through something like this once in a lifetime. The best way to gain the respect of contractors and architects is to try to be as well prepared as possible, to have as clear an idea as possible of what is needed by the institution from the outset, to investigate as much as possible the experiences of others in similar situations, and to deal with the experts as people whose advice probably should be followed most of the time. The trick is to be aware of the times to question their judgment. Keep in mind, that while they have had more experience and training in construction, the library staff and board have had experience and training in how the library really runs.

STEP SEVENTEEN – ALLOW FOR DELAYS

One last thing to remember is that the projected completion date is always optimistic. Allowance should be made for a slightly longer period of time to counter any problems that may arise due to a longer period of time for closing the building or delayed opening of the facility. For instance, if rented quarters are needed during construction, allow a month or two of extra rent, just in case.

FINAL STEP – PLAN GRAND OPENING

Plan a grand opening ceremony, allowing for a flexible date, and, at the propitious time, invite the public to share in appreciating their new facility. Send special invitations to local dignitaries and to the neighboring librarians who helped serve your patrons while you were closed.

Good luck!

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THE NEW KID ON THE BOARD

By Kate Sullivan, Trustee,
Rensselaerville [NY] Library

I walked into my first meeting of the board of trustees of the free association library in my small community. I had arrived! The nominating committee had asked to submit my name as a candidate for the board. "Of course!" was my reply. It was an honor, a privilege, an achievement. A few days after I was duly elected by the conscientious members of the library association, I entered the meeting excited, expectant and hopeful.

I was also unprepared, uninformed and almost hopelessly ignorant about the library business. I didn't know ILL from LLIA or a library system from an automated circulation system. Needless to say, I left that first meeting crestfallen but determined to find out all I could about what libraries do and how they do it.

"...many opportunities available to the enterprising individual...."

It has been five years since that initiation, and though I certainly haven't learned everything there is to know about libraries, I have learned that there are many opportunities available to the enterprising individual who is willing to become the kind of trustee New York State libraries need and deserve. The information which you, as a good trustee, need in order to make prudent decisions falls into four general categories:

1. The specific problems and concerns of your library
2. The general duties and responsibilities of a library trustee
3. The direction, policies, and long-term issues facing your library
4. Issues facing the library field

SPECIFIC PROBLEMS AND CONCERNS

What are the immediate decisions facing your board of trustees? What are the current topics of discussion at board meetings? In order to avoid leaving your first board meeting in a semiconscious fog, procure an agenda preceding the meeting. Obtain background information on pending business from the board president or another active board member. Make an appointment to talk with the library director, to get the facts and statistics of your library and to determine matters of concern to the staff. Obtain a copy of the annual reports of your library and its system. Glean more facts about the size and operation of your library and how it compares with other libraries in your area. The most important means of orientation for any new trustee starts with that first meeting of the board. Ask questions! Then ask more questions. The primary responsibility of a brand-new trustee is to become as informed as possible. The second responsibility is to offer a new perspective. Both of these are served by faithfully attending board meetings and asking probing, thoughtful questions.

GENERAL DUTIES AND RESPONSIBILITIES

There is a valuable, but too often forgotten, resource available to all New York State trustees. It is the *Handbook for Library Trustees in New York State*, assembled and distributed by the New York State Association of Library Boards (NYSALB) and the New York State Library. This comprehensive guide can be requested from the State Library via your library or system director. It is also distributed faithfully at each Annual Library Trustee Institute. Held each September, the Institute addresses issues concerning all public libraries and particularly the role trustees can play in guiding their libraries. This 1-day conference pays special attention to the plight of new trustees, offering workshops at both the beginning and advanced levels and covering a wide range of topics.

Because the Institute has been held in Albany, it has been difficult and costly for some trustees to attend. Check with your library or system director on the availability of scholarships to attend or funds for reimbursement of expenses. Also inquire about the possibility of local workshops. If no local workshop has been held in several years, suggest that your system director organize one for the new trustees in your area.

POLICIES AND LONG-TERM ISSUES

If your library has written policy statements and five-year plans, request copies and read them. These will outline precisely what preceding trustees have determined to be the long-term needs of your library and the plan of action to address these needs. If no written plan exists, ask why not. As an observer, attend meetings of the board of trustees of the system to which your library belongs. By becoming aware of what issues are facing other local libraries and the system, you can anticipate what your library will soon face and gain important

background information on current problems. Volunteer to sit on subcommittees of your library. Often only perfunctory discussion of programs or ideas can occur at board meetings. Committees allow time for more in-depth examination.

ISSUES FACING THE LIBRARY FIELD

As a new trustee gains insight into issues facing the library, he or she realizes the impact of the outside world on decisions the board must make. To further your knowledge on important topics, changes and challenges in the library community, the annual New York Library Association/New York State Association of Library Boards (NYLA/NYSALB) Conference is an incomparable experience. The opportunity to hear experts, as well as talk informally with fellow trustees provides fresh outlooks and possible solutions.

In addition to this annual October event, regional systems often hold one-time workshops individually or in cooperation with other systems. These are usually announced well in advance. Be sure you are kept informed of these and other matters by asking your library director to forward copies of local and NYSALB newsletters to you.

"...constantly learning [and] becoming more involved...."

Finally, a good way to understand more about your library is to visit other libraries. How have other libraries solved similar problems? What services do they offer? In what direction do they seem to be heading? The orientation of a new library trustee is not limited to a brief or finite period. We trustees are constantly learning, and as we are learning, we are hopefully becoming more involved and more valuable. Not all individuals who are chosen to sit on library boards become good trustees. But those who endeavor early on to become informed, knowledgeable and aware, become the best.

THE PUBLIC LIBRARY SYSTEM: A GLOBAL PERSPECTIVE

By Kenneth Bollerud,
President, Board of Trustees,
Saratoga Springs [NY] Public Library

You have accepted a position as trustee for a public library. You have undertaken responsibility for a changing and complex institution – an institution which serves as the central agency for the continuing, lifelong education of the individuals in your community.

Providing library facilities and services for any geographic area presents difficulties, but for trustees in small towns, scattered suburbs and rural areas, the difficulties are magnified. Securing the funds to purchase needed materials and employ trained library personnel requires much time and effort. Yet the need for library services is no less in such localities than it is in the large cities.

You and your board do not stand alone, however. Through library networks and automated systems, your library is part of the whole of all types of libraries. These libraries are associated together to provide the widest access possible to the universe of informational resources.

The people of New York State are served by 737 chartered public libraries. All but three of these belong to one or another of the 22 public library systems authorized by Education Law (dating to 1950).

I have been asked to comment on my feelings and experience regarding the relationship between the local library board (Saratoga Springs) of which I am a trustee and the Southern Adirondack Library System (SALS) of which we are a part.

Typical functions of a public library system are:

- coordination of services and functions through cooperation
- extension service to all parts of the area
- cooperative collection development
- education and in-service training
- experimentation and evaluation
- resource sharing through union catalog services, loan of film and video materials, interlibrary loan, interface with New York State Interlibrary Loan, delivery of service and program development

I have served as a trustee for about eight years and have relied heavily on the services of the "system" during that time. These services could be divided into two major categories: service to the board and service to the library.

SERVICES TO THE BOARD

Soon after my election, the board was faced with the task of hiring a new director, a task with which we had little experience. We turned to the director of the System for advice and counsel. Where do we advertise? What are the legalities involved in advertising and hiring? What are the criteria we ought to consider at this time in the life of our library? We received invaluable services as we reviewed our goals, assembled a job description and conducted the interviews. Many of our candidates were from out of state, and each met with the local system director or designee as part of our interview process. We felt this helped the candidates get a feel for our library in the context of the support systems available.

Continuing education in the form of workshops and seminars for trustees as well as library administrator and staff are also provided by the System. The subjects may range from information on new services to trends in technology. Development in computers, making computers available to the public, and automation technology are but a few that have been held recently.

This brings us to the topic of communication. The System reviews, edits and channels information of importance to the board. Some of this is on technology and services but equally important is the monitoring of legislation on the local, state and national level.

When is the best time to communicate with legislators and on what topics? Since funding comes from all of these sources and part of the duty of a trustee is to act with and on behalf of the public to provide funding, this service is most valuable.

Through the System director, we learned of the level of funding made available by other counties in the System. Libraries in our county were getting virtually no funding from county sources. Over the past several years, meetings with our county board have opened up and subsequently increased a new source of funding for libraries in our county. The System made information available to county officials, provided leadership in the quest for new funding and informed board members of the time of committee and county board hearings and urged local trustees to attend and speak out.

The System is also a ready source of information on products and vendors. Combining the purchasing power of the member libraries is another service. Copier supplies and paper products, to name a few, are purchased in quantities sufficient to obtain the lowest prices available with the savings passed on to the member libraries.

SERVICES TO THE LIBRARY

Any system greatly affects the quality and quantity of library service that a member can offer its patrons. First in importance is the centralized acquisition and processing of materials. This helps avoid expensive duplication of labor and frees the time of local librarians for more immediate services to the public. Like other libraries in the State, Saratoga Springs receives a book grant equal to 20 percent of the amount we spent on library materials the preceding calendar year (with a maximum grant of $3,000). This is in the form of credit for purchase of materials through the System. The Library also gets a cash grant equal in value to the book grant.

Another service available to patrons via the System is the coordination of the interlibrary loan program. This includes maintenance of a pool collection as well as facilitating the identification of who has what resources and providing the daily delivery service for these and other materials between the lending and borrowing library.

It is worth mentioning that while interlibrary loans make up but a small portion of the library's total circulation, to the individual patron it is an irreplaceable service.

The SALS audiovisual collection provides a much wider collection than we could afford to hold and maintain. These holdings are available to patrons in a timely fashion.

We use the System for design, layout and printing of fliers and brochures for advertising special library events. A new service includes preparation of mailing lists and labels for selected patrons from our online patron list. This enables us to target patrons with special interests or needs.

Identifying people in the area who can put on programs – filmmakers, writers, puppeteers, storytellers, craftspeople and scholars – is another service. In many cases, money is available through the System to underwrite these programs in part or in whole.

The next area of assistance is grant writing. The System writes grants for funds from organizations such as the Council on the Arts, the Council for the Humanities, the State Library and various foundations. These programs are then made available to member libraries.

In years when the System receives special State aid for public library construction and renovation, the System board reviews the applications and recommends amounts to the State Education Department for its approval. Recently, there has been one new library built within our area from these monies.

Automation of our circulation process was developed and implemented in partnership with the System, which purchased the hardware and software as a turnkey operation. The computer is housed at System headquarters, where staff maintains it and performs all the operations such as making daily backup of transactions and printing reports and patron notices. Reports such as patron profiles and collection use aid in making decisions regarding budget and collection.

Before automating, the collection was inventoried to provide an accurate record of holdings. The System then converted these records to machine-readable form, enabling identification of missing and outdated books prior to conversion. This was paid for in part with a grant from the System.

The Library System provided training of staff in the use of the automated circulation system. It now keeps us aware of updates and new developments in the circulation system.

Although it is not an official program, I would be remiss were I not to mention the day-to-day professional communications network between local staff and System staff. This collegial relationship serves as a vehicle for the local library to discuss new demands and as a conduit for expressing concern and identifying common interests. In short, these relationships connect the local library staff to others within the library world.

At present, we are considering construction of a new facility. For assistance, we turned to the System director who made arrangements for our meeting with library development staff at the State Education Department.

The reader will no doubt be able to expand on this list of services, adding perhaps the bookmobile for remote areas, special materials for the blind and so on.

"Belonging to a system ... fosters a sense of cooperation among independent libraries."

In conclusion, let me say that the system provides a more global perspective on what the library user's needs are and what can reasonably be made available. Belonging to a system helps prevent the isolation of the local library and helps overcome a defensive attitude toward one's collection. Put another way, it fosters a sense of cooperation among independent libraries.

Thus we see our local library as a part of a vast network of information and service delivery. It is a basic responsibility for the trustee to become knowledgeable about the system to which the local library belongs and work for both its success and the success of the trustee's local library.

LIBRARIANS' BEST FRIENDS: THE EARLY YEARS OF THE NEW YORK STATE TRUSTEES' ASSOCIATION

By Harold S. Hacker, former Secretary and Treasurer, Library Trustees Foundation of New York State

SETTING THE STAGE

The leadership was divided. Many said "Let's wait for the results of the State study." Others said "Let's get some legislative experience now so that we will know what to do when the State study's recommendations are made public." The "waiters" vs. the "doers."

That is the way things were in 1946 in the New York Library Association (NYLA). Librarians and library trustees had been discussing legislative options to improve public library service since 1939. State aid – really Federal interest – at $100 per library unit was a joke. Some advocated direct State aid to every library ($500,000 in 1939); others thought that State support should be used to encourage the formation of regional or county library systems. It appeared to be the only solution to upgrading service from about 700 public or association libraries – most of which were in rural communities.

"...upstate public library trustee ... in the 'doers' camp ... Tom McKaig...."

About this time an upstate public library trustee made his appearance on the State stage. He was in the "doers" camp. He was Tom McKaig – a trustee from Hamburg, a suburb of Buffalo in Erie County.

I agreed to write this account of the early years of the Library Trustees Foundation of New York State (LTF) because I was an integral part of the story and a close friend of Tom McKaig. I was thrust into the middle of the action by becoming president of NYLA at the first NYLA Council meeting that I attended. (I was president-elect, but the president had suddenly resigned!) Believe me, those were exciting times! Because many NYLA Council members were tired of waiting and were impressed by Tom McKaig's arguments for action (he was chairman of NYLA's Legislative Committee), NYLA launched its first legislative campaign in 1947, and, as president, I became its first lobbyist.

For the balance of this article, I will become the narrator and be as inconspicuous as possible.

The first library State aid bill, introduced in 1947, was called the Library Emergency Relief Bill. It provided for State reimbursement of 20 percent of local library expenditures. It died in committee.

"...organized the trustees ... in Erie County [to have] a voice in ... new Erie County Public Library."

Meanwhile, McKaig kept plugging away for public libraries. He had been appointed to a brand-new NYLA Legislative Committee in 1945 to focus upon State aid. NYLA President L. Marion Moshier appointed five trustees to the nine-member committee – a clue to future developments. Tom had organized the trustees in town and village libraries in Erie County into the Erie County Library Association. He was the President. Its purpose? To give those trustees a voice in the organization of the proposed new Erie County Public Library. In 1947, he became the first president of that first-ever federated library system. In 1946, Tom had become chairman of the NYLA Legislative Committee, a post that he held until 1949.

The State study mentioned above was requested in 1944 by NYLA to Commissioner of Education George Stoddard. It concluded in 1947. It recommended a State-operated program of 14 regional service centers. The Regents in the fall of 1947 recommended a three-year experiment in one region – Watertown. That decision was viewed as the kiss of death! The Regents in that same fall of 1947 declined to support any of three proposals presented by a youthful NYLA delegation. One of the delegates designated by NYLA Council was Anthony Cerrato, a trustee from Yonkers who had served as Vice-President of NYLA in 1946-47 – the only trustee ever to hold NYLA office.

In 1948, NYLA introduced the County Library Emergency Relief Bill (similar to the 1947 bill, but providing State aid only to county libraries). It died in committee.

In December of 1948, NYLA Council, led by President Ralph Beals, took a new tack. It asked the Trustees Section of NYLA to assume the leadership for library legis-

lation through an organization of trustees, independent of NYLA. NYLA voted a $2,000 grant to such an organization to help the cause.

The trustees accepted the invitation. With Tom McKaig and Tony Cerrato as leaders, they formed the New York Library Trustees Committee. They applied for a charter from the Board of Regents and hired Henry Paynter of Peekskill as their paid Executive Secretary. On February 25, 1949, the Regents granted their absolute charter as the Library Trustees Foundation of New York State (LTF) – the title given to them by Chancellor William Wallin, who personally wrote the charter.

The incorporating officers of LTF were: Tom McKaig (Hamburg) – Chairman and President; Dr. Albert Berg (New York City) – Vice-Chairman; Anthony Cerrato (Yonkers) – Counsel; and Henry Paynter (Peekskill) – Secretary. The fifth charter trustee was Velma (Mrs. Frank) K. Moore.

The 1949 library legislation had been sponsored by the new trustee organization, but its fate was the same. It died in committee.

"...10 nominees from LTF and 5 State officials [worked for] the first major library state aid law...."

However, on April 12, 1949 Governor Thomas E. Dewey invited McKaig, Cerrato and two other LTF representatives to meet with him and his aides about State aid for public libraries. The result was the appointment of the Governor's Committee on Library Aid. The 15-person committee included 10 nominees from LTF and 5 State officials. McKaig chaired the committee; Cerrato headed the "working group." The committee's recommendations were approved by the Governor and the Legislature in 1950 – the first major library state aid law in the nation. The initial appropriation was $1 million. The new law required that local libraries participate in library systems at least on a countywide basis to become eligible for State assistance. Thus, the library system movement was launched in New York State.

CLOSE RELATIONSHIP WITH NYLA

During its first year of operation, LTF's Board committed itself to a close relationship with NYLA that included two NYLA-nominated trustees on its Board. Among the 16 trustees added to the Charter Board were: Harold Baily (Brooklyn); Judge Francis Bergan (Albany); Dr. William Crawford (Monticello); Frank Morey (Glens Falls); and Frank Ryder (Cobleskill) – all destined to be future LTF leaders.

NYLA Council always sought a trustee representative as a member. In the 1936-41 period, that person was recommended by the NYLA Trustee Committee. Then the committee became the Trustees Section – the nominating group from 1941 until 1956. Tony Cerrato served on the NYLA Council for six years: 1948-1954.

In 1956, NYLA membership voted to abolish the Trustees Section at the section's request. It merged with LTF, which then nominated the trustee member of NYLA Council. LTF also assumed the program planning role for NYLA's conferences that the section had been providing. LTF members were granted Affiliated Memberships by NYLA, entitling them to receipt of the *NYLA Bulletin*.

During its first decade, 51 trustees served on the LTF Board. Included were these leaders: H. Hustace Hubbard (Elizabethtown); J. Frank Traynor (Rochester); Edward Freehafer (NYPL); Mrs. Gorton Fonda (Schenectady), Mrs. Mary Preston (Middletown); Richard Lawrence, Jr. (Elizabethtown); Leon Dapson (Oriskany Falls); George Goss (Massapequa); Chester Ostrander (Glens Falls); and Mrs. Polly Praeger (Binghamton).

LTF EXECUTIVE SECRETARIES

In 1962, LTF received approval from the Legislature and Governor to receive annual contributions from libraries and library systems. This enabled LTF to change materially its financial plans, a move long advocated by Cerrato. In effect, LTF switched from a volunteer to a paid secretariat – the way it had started in 1949. Henry Paynter served as paid Executive Secretary in 1949-50. He was succeeded by Harold Hacker as volunteer Secretary: 1950-61. Then came Joseph Eisner (Plainview): 1961-66. Bernard Krasnow, a trustee from Suffern, was appointed Executive Secretary on a paid basis in 1966. He was succeeded in 1968 by Chester Ostrander, a former LTF president. Hacker served as Treasurer from 1949-1970.

LEGISLATIVE ACTION

LTF continued its leadership role in the library legislative arena throughout its early period. Major accomplishments included: the 1953 amendment to the 1950 law; the appointment of the Commissioner's Committee on Public Library Service (CCPLS) by Commissioner James Allen in 1956; the 1958 and 1960 changes in the State aid laws, recommended by CCPLS; the appointment of the Commissioner's Committee on Reference and Research Library Resources (3R's) in 1959; the five successive failures of 3R's legislation – 1961-65; Governor Rockefeller's Conference on Libraries in 1965; and

the 1966 legislative successes emanating from that Conference – increased State aid for public libraries and the first State funding of the nine 3R's systems.

Throughout that period LTF's Legislation Committee worked closely with NYLA's Standards and Legislation Committee. Key personnel in both groups were: Cerrato; McKaig; Lawrence; Freehafer; Frank St. John (Brooklyn); and Hacker.

"[Legislation] provided for cooperative library systems – the pattern for the future."

The 1958 and 1960 legislation, recommended by the CCPLS, was truly revolutionary – a fantastic breakthrough for library service in New York State. It provided for cooperative library systems – the pattern for the future. It introduced per capita aid, area aid and funding for The New York Public Library's research libraries. Judge Bergan chaired that committee, providing creative leadership. Strong supporting roles were played by Hacker, Cerrato and Lawrence. CCPLS recommended that Commissioner Allen appoint another study committee on the subject of research library service. That was done in 1959, ultimately leading to the formation of the 3R's systems. Dick Lawrence was chairman of the committee and chief lobbyist for the concept for six years.

Governor Rockefeller's Conference on Libraries in June 1965 and subsequent legislation in 1966 were planned by a 17-person Advisory Committee chaired by Dr. William Ronan, Secretary to the Governor. LTF representatives were Cerrato, Lawrence and Freehafer.

ESTABLISHING PUBLIC LIBRARY SYSTEMS

LTF's other major program during its first decade was its efforts, in partnership with NYLA's Committee on County Library Development, to foster the establishment of public library systems. Those efforts continued over a 12-year period (1950-62). As a result of the 1950 and 1953 State aid laws, two systems serving five counties were established: Monroe/Wayne/Livingston and Clinton/Essex.

LTF assisted on those gains. It did so by sponsoring an Institute on County Library Planning at Syracuse University in September 1953. It provided and funded a Speakers' Bureau. (Hacker alone spoke to groups planning systems in 30 counties.) It published five pamphlets. It offered $50 annual planning grants to county committees. Working with NYLA, LTF presented programs on county library planning at six NYLA Conferences. The two groups received a $10,000 grant to produce the film on county library service, *Books for All*, released in 1957 – a proposal advanced by Cerrato.

The passage of the 1958 and 1960 laws opened the floodgates! Thanks to the cooperative system option, 16 systems serving 49 counties were formed in a five-year period (1958-62). It was perhaps LTF's greatest achievement, involving as it did so many trustees throughout the State.

OTHER ACCOMPLISHMENTS

LTF accomplished much more in its first 20 years. Included were: programming at NYLA Conferences; regional workshops (28 in a three-year period); administering the Velma K. Moore Fund and Annual Award; trustee columns and newsletters; with Library Extension Division, annual conferences for new system trustees; and support for statewide librarianship recruiting efforts.

In closing this account, I want to pay tribute to the statewide leadership and commitment of five trustees whose appearance together during the same time period was a major miracle and a boon to library development. They are: Tom McKaig (LTF President: 1949-51); Tony Cerrato (President: 1952 and 1965-67); Judge Francis Bergan (Chairman: 1953-56 and 1965-67); Dick Lawrence (President: 1958-62; Chairman: 1962-65); and Velma Moore (President: 1954-56). All except Mrs. Moore were recipients of the Velma K. Moore Award for State Service, given in her memory. McKaig, Cerrato and Bergan also received American Library Association's Trustee Citations. LTF was blessed to be served by them!

NYSALB, THE PAST TWENTY YEARS

By Allan Boudreau, Trustee
Chancellor Robert R. Livingston Library, New York City, and
Secretary, NYSALB

Associations are created and exist for a number of reasons. Typically, an association if formed in order to accomplish for its members, potential members or special interest group, something they need to have done which is unlikely to be accomplished without collective action. The Library Trustees Foundation of New York State was chartered by the Board of Regents in 1949 and was a major force in achieving the legislation that established public library systems in New York State.

BACKGROUND

In 1972, Dr. George Minervini, Trustee of the Yonkers Public Library and the Westchester Library System, asked me to take on the duties of Secretary of NYSALB. Chester Ostrander, Trustee of the Crandall Library in Glens Falls and the Southern Adirondack Library System, who had served as Secretary since 1969, was unable to continue. After some discussion with John Humphry, New York State Librarian; Jean Connor, Director of the Division of Library Development; Daniel W. Casey, New York State's "Supertrustee"; and others, I accepted, and the NYSALB Board elected me secretary. Each year since, I have been re-elected. Now, like my good friend Harold Hacker, who vanished from his narrative of the early years, I will vanish from this article and become the narrator – as inconspicuous as possible, as all effective secretaries should be.

By 1972, it had become very clear that NYSALB did not have the resources to operate on the same scale as the well-financed trade associations and the professional associations that are clearly dedicated to the improvement of the employment status of the membership. NYSALB was actually a Political Action Group, or PAC, for public libraries, but trying to encompass all the services and involvements of umbrella organizations such as the New York Library Association.

NYSALB SEEKS NEW FOCUS

Seneca, the ancient Greek philosopher, observed that when one doesn't know what harbor he wants, any wind is the right wind. Some years later, Lewis Carroll, in *Alice in Wonderland*, paraphrased this basic truism when Alice asked the Cheshire Puss, "Would you tell me please, which way I ought to go from here?" "That depends a good deal on where you want to get to," said the cat. "I don't much care where," said Alice. "Then it doesn't matter which way you go," said the cat.

NYSALB was facing a crisis, and steps were initiated to apply modern, up-to-date association management standards to a planning process that would provide a clear direction for NYSALB's future. A survey of the resources available clearly indicated that the limitations of staff, money and facilities were unlikely to change. The approximately 750 public libraries in New York State with their 6,000-plus trustees were not able to fund a state association on the scale of the highly effective and well-financed New York State Association of School Boards.

In 1974, working with the Massachusetts Bureau of Library Extension, NYSALB initiated a survey of the public library trustee organizations throughout the United States. The results were not encouraging. Many states had no organization for public library trustees, some states had an organization in name only, and others had a trustee section of the state organization for librarians and other library employees. New York State was unique in its organization structure, which brought to mind the poem by Robert Frost:

> I shall be telling this with a sigh
> Somewhere ages and ages hence:
> Two roads diverged in a wood, and I –
> I took the one less traveled by,
> And that has made all the difference.

Were we to continue on the road "less traveled by," we needed more facts. Intuitive-anticipatory planning would not suffice. Many of the most experienced and knowledgeable individuals were consulted and their opinions assembled. Charles F. Gosnell, Irving Vershoor, Bob Flores and others from the State Library; Leon Dapson, Marguerite W. Yates, Robert Groh and other veteran library trustees participated; Professors Lowell Martin and Maurice Taubner contributed their academic talents to the process.

The consensus was unanimous. NYSALB was a necessary and useful organization that had achieved its early goals, but a pruning of the superfluities and a new focus on a major goal were needed for NYSALB to be effective. Most important, new and enthusiastic Board members were needed, and they were found. Esther Lopato, Irving Kessler and Shirley Lang came on the Board and made their presence felt. They were soon followed by Eugene Harple, Marion Waswo, Keela Rogers and Josephine Bargnes – all enthusiastic volunteers eager to work for public libraries.

Thus was assembled a dedicated and talented NY-

SALB Board representing all areas of the State. A regular program of quarterly Board meetings was established: March and June in New York City, September in Albany, and the Annual Meeting during the NYLA conference in the fall. The *Newsletter* of the Association was upgraded, modernized and published on a regular basis. The directors of the public library systems were consulted and encouraged to support NYSALB with their membership and with their input as to the actions NYSALB could take to improve public libraries throughout the State.

ANNUAL INSTITUTE FOR LIBRARY TRUSTEES INITIATED

The appointment of Joseph F. Shubert as Assistant Commissioner for Libraries and State Librarian in 1977 was a major turning point. Shubert supported the concept of continuing education for public library trustees and approved a long-standing NYSALB appeal to the State Library for an annual institute for library trustees. The first Institute was held in 1977 with Esther Lopato and Jack Spear of the Division of Library Development spearheading the effort.

The Institute continues, improving each year. Roberta Cade arrived in 1984 as Director of the Division of Library Development with a new and refreshing professional approach. Upon Jack Spear's retirement, he was succeeded by James L. Farrell, Jr. as the Trustee liaison on the State Library staff. The Trustee Institute has been replicated under the aegis of the American Library Trustee Association (ALTA) and is the standard for trustee education throughout the United States.

HANDBOOK FOR TRUSTEES PUBLISHED

Shubert followed up with the approval of LSCA funds for the publication of a *New York State Library Trustees' Handbook*, published in 1980 and updated in 1984 as *Handbook for Library Trustees of New York State* under the editorship of Ronald C. Dixon, a NYSALB Director and Trustee of the Schenectady Public Library and the Mohawk Valley Library Association. This outstanding handbook served to further identify and delineate the role of the public library trustee. Shubert continued his support by initiating the practice of placing trustees on State Library advisory bodies. NYSALB Board members serve on the LSCA Advisory Council, Regents Advisory Council on Libraries, Public Libraries Standards Committee, and the Library Systems Study Committee.

Jane Nichols, Elizabeth Manion, Conrad K. Harper and Frank VanZanten joined the Board, representing various areas of the State and infusing their talents and concepts.

INCREASED MEMBERSHIP FOCUSES ON FUNDING

NYSALB's long-term work behind the scenes with the public library community resulted in increasing membership throughout the State and a steadily growing nucleus of trustees more aware of the plight of public libraries and the need for trustees to act. The 300 individuals on the mailing list in 1972 has grown to 4,000 in 1987, certainly not circulation figures *The New Yorker* would be proud of but the largest public library trustee list in the world!

NYSALB has for some time been clearly focused on the problem of increasing State funding for public libraries. Annual presentations to the Regents Legislative Conference were initiated in 1974. On September 9, 1978 NYSALB asked the Regents to take action to provide State aid to communities for the construction and rehabilitation of public library buildings, and, as a first step toward this objective, have an inventory taken of public library buildings in New York State. A persistent campaign was developed, resulting in a $3 million appropriation for library construction in 1984. The efforts continue because public libraries in the State have a backlog of over $100 million in necessary construction programs pending. The Regents have included this necessary aid in their 1988 Legislative Recommendations at the $4 million level, not enough but another small step in the right direction.

Between 1985 and 1987, Eleanore Galant, Suzanne Mueller and Janet Decker took places on the NYSALB Board, bringing a welcome supply of new talents.

During the past 20 years, State aid to public libraries and public library systems has grown from $30 million to $70 million, and the 1988 Regents proposal will move it up to $96.1 million. NYSALB has made some impact on this process, and in the years ahead we hope to do more. We must continue to stress the importance of the public library in the lifelong educational process.

NYSALB's goal is to see that time arrive when every public library trustee is active and in regular contact with elected representatives in the State Legislature, in the Congress and in the locality, carrying a message to all elected officials that public libraries deserve their fair share of the public funds. Our public libraries compete with all the other public services for the available funds, and our elected officials listen to the voters who demonstrate strong and vocal interest in the activities they support.

THE NEW YORK STATE LIBRARY AND TRUSTEES: WORKING WITH WINNERS

By Roberta G. Cade, Director,
Division of Library Development,
New York State Education Department

Anyone who has worked with New York State public libraries in any capacity, whether staff, director, friend, user or supporter, quickly realizes the importance of the trustees of these libraries. In their work with libraries throughout the State, the State Library's two major units, the Research Library and the Division of Library Development (DLD), certainly understand the importance of New York's trustees. The two units have for many years had strong lines of communication and have participated in a number of activities in areas of mutual interest to the benefit of both. The relationship of the New York State Library and library trustees is definitely a complementary one in which each offers the other assistance of great importance.

Trustees offer statewide support of the Research Library and the Division of Library Development, which is needed to ensure that budgets for staff and resources are adequate and enable both to effectively serve patrons and libraries across the State. This trustee support of the State Library's needs to the legislators and to the Governor's office is of great assistance.

"[DLD]...gives trustees considerable... assistance."

The Division of Library Development, with its statewide view of the activities of libraries, is able to provide trustees with a perspective on library service that even regional public library systems frequently cannot. The Division of Library Development gives trustees considerable direct and indirect assistance.

CHARTERING AND REGISTERING LIBRARIES

The Division of Library Development, which charters and registers public libraries, has early contact with individuals interested in forming new libraries. Inasmuch as trustees often come from this group of people, the Division's contact with trustees starts early. The Library Development staff member involved with a particular library region of the State will continue to work closely with the system and the prospective library through the various stages (sometimes covering a period of years) involved in a library being provisionally chartered and registered and eventually permanently chartered.

LIBRARY TRUSTEE INSTITUTE

For the last ten years the Division of Library Development and New York State Association of Library Boards have co-sponsored a Library Trustee Institute each September with such workshop topics as: the Director/Board Relationship; Legal Responsibilities of Trustees; Basic Planning for Library Services; State Construction Funds; Automation in Libraries; and Lobbying and PR Techniques. Keynote speakers come from around the country and assist new and experienced trustees in understanding State and national topics of concern to library trustees. The majority of speakers and workshop presenters are trustees who speak from their experience of many years and whose involvement in state and national trustee organizations has provided an understanding of libraries far beyond that of the library with which they are personally involved. Using Library Services and Construction Act (LSCA) Title I funds, Library Development provides scholarships to the public library systems to assist with expenses of trustees attending the Institute in Albany.

Many aspects of the Institute have changed in recent years. In the last several years a two-tiered program of workshops has been offered to accommodate both inexperienced trustees and experienced trustees.

Library Development gives trustees attending the Albany Institute a hefty volume of publications from the American Library Association's Small Public Library Series and articles, surveys and outlines related not only to the workshops on the program, but also covering other important information for trustees. Trustees are encouraged to treat this volume as a reference item to be shared and made available to other members of their local boards.

REGIONAL WORKSHOPS

In addition to the Trustee Institute in Albany, for the last four years a number of workshops for trustees have been held in other areas of the State, funded with Library Services and Construction Act (LSCA) Title I funds. Each of these projects is funded under the sponsorship of a public library system with the requirement that more than one public library system be involved. Workshops were held in the Finger Lakes and Four County library systems in 1984; Clinton-Essex-Franklin and North Country library systems in 1986;

and Mid-York and North Country library systems in 1987. Two hundred eighty-eight trustees representing 136 libraries attended these workshops on many of the same topics offered at the Albany institute. One project for a trustee workshop in 1988 has been given to Upper Hudson Library Federation, Mohawk Valley Library Association and Southern Adirondack Library System, and another project to Nioga Library System for a workshop with Chautauqua-Cattaraugus and Buffalo and Erie County library systems.

PUBLICATIONS BY DLD

The Division of Library Development prepares publications that may not immediately strike the trustee as being of assistance but in truth are and should receive some attention. One of these is *Public and Association Libraries Statistics*, which summarizes the annual reports libraries are required to submit to Library Development early in the calendar year. This report requests information about services, resources and finances and has been required for almost 100 years. Trustees can use their library's annual report to compare information over a period of years or even to compare this year with last year to gain an understanding of how their library is functioning. The information from the reports of all the public libraries in the State is compiled into *Public and Association Libraries Statistics*, which allows for comparison of information from an individual library with other libraries in the State that have a similar size or budget.

"Handbook for Library Trustees ... *to stimulate discussion on ... trustee responsibility.*"

With the financial assistance of LSCA funds, *Handbook for Library Trustees of New York State* was developed by trustees and Library Development staff. This is an excellent document that could easily be used by full boards to stimulate discussion on major areas of trustee responsibility.

Publications also include *Excerpts from New York State Education Law, Rules of the Board of Regents and Regulations of the Commissioner of Education Pertaining to Public and Free Association Libraries, Library Systems, Trustees and Librarians*, which pulls together the laws and regulations for libraries and some other relevant laws.

RESEARCH LIBRARY'S SERVICES AND PUBLICATIONS

So far I have discussed primarily what the Division of Library Development does for trustees; now I want to discuss briefly what the Research Library does. The State Library provides service to State government officials and legislators that promotes more informed decision making, thereby enriching the entire citizenry of the State. The State Library is also the source for general reference materials and services that trustees need to do their jobs effectively. The State Library purchases heavily in the field of library science and can supply helpful information on library services, programs, financing, trustees, etc. It has available such online databases as *Library Literature* and *Library and Information Science Abstracts*. A Foundation Center collection and workshops conducted by library staff help individuals, libraries and other agencies acquire grants. The State Library publishes *A Checklist of Official Publications of the State of New York* and distributes selected government documents to local libraries acting as depositories.

"The Research Library's 5.5 million-item collection ... available through [ILL]."

The Research Library's 5.5 million-item collection is made available through the New York State Interlibrary Loan program, which allows local access to materials not otherwise available or available only at considerable cost.

The New York State Library operates the Library for the Blind and Visually Handicapped for the 55 counties west and north of Westchester County, enabling libraries in these counties to offer services to many patrons who would otherwise not be served.

FUTURE BENEFIT – MINIMUM STANDARDS

In 1987, the Division of Library Development has been engaged in an activity that should be of great value to trustees. Library Development has been working with a committee to revise the minimum standards for public libraries in New York State.

Many times individuals are elected or appointed to a library's board of trustees with very limited understanding of what represents good library services to their community, particularly what represents good library service to their community based on its size and population. These individuals may be well educated, hold responsible positions and have served as trustees on boards of other institutions and organizations, but they

may not know or fully understand the informational, educational and recreational role that public libraries play in our society.

In working with trustees on management, administrative, personnel and fiscal concerns and long-range plans for their library, I usually begin by asking them to articulate what they presently have, what they want and how they want to go about achieving it. I believe the new standards, which represent the first change in 37 years in New York State, will give library trustees a foundation of what represents, not top-quality library service, but the basic level of library service any public library should be providing. The Division will be working closely with public library systems, trustees and librarians around the State to see these standards implemented in our common goal to provide all the State's citizens with access to quality library service.

GODPARENTS: THE ROLE OF PUBLIC LIBRARY TRUSTEES IN LIBRARY SERVICES TO PRESCHOOL CHILDREN AND THEIR PARENTS

By Julie Cummins,
Coordinator of Children's Services
The New York Public Library

Godparents – faces beaming with benevolent smiles as they look upon the young child for whom they have had a special relationship bestowed as sponsor, benefactor and guardian.

Public library trustees serve as godparents in a special way for library services to preschool children and their parents. As library godparents they serve with special responsibilities, special privileges and special satisfactions stemming from their role in providing library services to young children.

IMPORTANCE OF LIBRARY SERVICE TO CHILDREN

The first responsibility is understanding the importance of library service to children. *Standards for Youth Services in Public Libraries of New York State* cites:

> Every young person, from infancy through the teen years, should have available an accessible, free public library which provides appropriate materials, resources, and reader guidance to meet informational and recreational needs. Library service for youth, a vital and integral part of public library service, contributes to individual growth and development.[1]

Providing service to children is the foundation of public library service. Establishing the library as a part of children's lives builds library users and supporters of tomorrow. Child patrons grow up into adult patrons. Targeting preschool service is a way of reaching two audiences: the children themselves and their parents. The mother or father whose three-year-old has a positive experience in preschool storytime will be aware of the benefits of library activities, will discover the many resources of the library and be willing to write a letter of support to his or her legislator for library funding. The benefits can be tangible and intangible.

ENSURING SERVICE IN THEIR COMMUNITY

The second responsibility of public library trustees is to ensure that library service to children is provided in their community. The 1984 *Standards for Youth Services in Public Libraries of New York State* specify a number of recommended guidelines for building quality service. These guidelines begin with community needs and interests. As administrators and trustees evaluate the library's role in the community they will determine how children's services can best respond to those needs.

"'...what children are now decides what human society will be...'"

An observation by Harriet Long in *Rich the Treasure* indicates the importance of children and their education as part of a community. Her statement is as applicable today as when it was published in 1953, even more so. "The modern interest in children on the part of those who are concerned with the future of the human race stems from the realization that what children are now decides what human society will be 20 years from now. This conception of the importance of the child has been realized intuitively by many individuals through the centuries. But now the scientist has lent the weight of his prestige to this feeling, and it has become an axiom that the way children of the present generation are treated profoundly affects human society in the next generation. No agency concerned with boys and girls can function today without placing itself squarely in the stream of knowledge about the young and the experiences which influence and mold their lives; nor can it be as effective in its contribution as when it becomes a part of cooperative community effort." [2]

The two key elements in providing children's services are children's materials and a children's librarian to bridge the connection of bringing the materials and children together. Books, records, cassettes and realia are not sufficient alone; they require a trained children's librarian to interpolate and use them with the appropriate ages and interests of children. The trained specialist is also necessary for the selection of materials, maintaining the collection of books and nonprint items, and being aware of new ways of offering service to preschoolers and families. It is the children's librarian who breathes life and energy into the operation of children's services by the library.

Programs for young children reap a multitude of benefits. Storytime in public libraries is a tradition that has introduced generations of children to the best in children's literature. Stories that mesmerize, characters who become friends and pictures that are captured in the imagination all become important memories and foundations of childhood.

Research has shown that 50 percent of a child's intellectual development takes place between birth and four years of age. Library activities planned and designed for those formative years are instrumental in placing value on reading, broadening a child's horizons and combining pleasure with learning.

"...crucial role [of] books ... from ... first months of babyhood."

Dorothy Butler, in her convincing treatise *Babies Need Books*, offers these statements on the crucial role that books should play in children's lives from the very first months of babyhood. "From the moment a baby first opens his eyes, he is learning. Sight, sound, and sensation together spark off a learning process which will continue to the end of his life and determine in large measure the sort of person he will become." [3]

She also states, "It is not possible to gauge the width and depth of the increase in a child's grasp of the world that comes with access to books. Contact with children of very tender years – 2 and 3 years of age – engenders a sense of awe at the way their understanding outruns their capacity for expression, the way their speech strains constantly to encompass their awareness, to represent reality as they see it. Shades of meaning, which may be quite unavailable to the child of limited language experience, are startlingly present in the understanding – and in the speech – of the 'well-read-to' toddler." [4]

The range of programs for parents and children is being extended to the very young in many libraries where toddler programs for two-year-olds and their parents are presented. At the other end of the range, programs for adults on various aspects of parenting skills provide another level of service.

The resources now available for both the children's librarian and parents to use with preschoolers include books, cassettes, puzzles, records, videos, puppets, tactile toys and media boxes. Not only has the variety of materials grown but so has the quality as publishers and producers have recognized the significance and values of early childhood education.

ENSURING FINANCING

The third responsibility of public library trustees is to ensure the financial parameters to provide the materials and the staffing to make the library's service for children the best possible for their community. While the primary function of the board of trustees is to set policy, that policy should be supportive in all ways of serving preschool children and parents.

"...exhibit a strong interest in library service to children."

Trustees need to exhibit a strong interest in library service to children. They should know the children's staff and vice versa. If reports from the children's librarian are not part of the board's agenda or yearly routine, they should be. Anecdotes from the children's room and reports of fun activities are fuel for fund-raising efforts and media coverage. The ongoing events in the children's room provide the most mileage for overall library promotion and public relations.

One specific responsibility of the board of trustees that will affect the level of children's service in the library is the hiring of the director. Naturally the board wants an individual with excellent management skills, but, in addition to those abilities, the person should exhibit an empathy for service to children. That segment of service should be as important as the other specialties in the library in the director's viewpoint. The attitude of the administrator sets a tone and direction and carries a ripple effect to the rest of the staff.

To perform their role as advocates for library service to preschool children and parents, public library trustees should apply the following 3 R's. These 3 R's are not the commonly perceived ones of reading, writing and 'rithmetic, but special ones delegated to trustees serving in this capacity:

- Recognition of the importance of library service to children
- Responsibility for ensuring that service to children is provided to their community
- Responsibility for overseeing that sufficient resources are available to maintain the service

With these 3 R's securely in place, trustees can sit back and beam proudly as library godparents as:

- a three-year-old girl, clutching a book from storytime, runs up to her mother and exclaims, "Look what we read today!"
- a five-year-old boy tugs on daddy's sleeve to show him where he watched a puppet show in the program area
- the parent of a preschooler thanks the children's li-

brarian for providing a list of books to read aloud and a guide for selecting day-care facilities

- a grandparent shares a letter of thanks from a grandchild for the wonderful gift of books – books that had been recommended by the children's librarian

Library services to children bring riches – tangible and intangible.

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[1] *Standards for Youth Services in Public Libraries of New York State*, New York, New York Library Association, 1984. p. 1.

[2] Long, Harriet G., *Rich the Treasure: Public Library Service to Children*, Chicago, American Library Association, 1953. p. 42.

[3] Butler, Dorothy, *Babies Need Books*, Boston, Atheneum, 1982. p. 1.

[4] *Ibid.*, p. 7.

LIBRARY AUTOMATION WITH THE MICROCOMPUTER

By
1. Arthur E. Newkirk, Trustee, Mohawk Valley Library Association, Schenectady, NY
and
2. Barbara Germain, Director, Johnstown (NY) Public Library

It is easy to give advice, but is it worthwhile taking it? In the first part of this article a library system trustee advises other trustees, and in the second, a library director reports on "the facts of life." Is there any connection? Read on.

1. ADVICE FROM A LIBRARY SYSTEM TRUSTEE

A library trustee considering what role a microcomputer should play in the library is like a person faced with a menu in a "super" restaurant. There are all sorts of strange names on the menu. It is hardly practical to just take one of everything. Some of the dishes may cause indigestion, others will cost too much. Finally, the result should be balanced and nourishing, not all desserts.

Unfortunately, libraries are not restaurants, and a trustee considering a micro for the library cannot just ask the waiter for a word or two of advice and proceed with a few satisfactory choices. The individual items are too complex and usually several sources must be consulted for distinctions and evaluations. Although I will be attempting to play the role of the waiter, in a short article the result will be relatively superficial. Progress will depend upon the extent to which you, the reader, use this as a base to go further.

I write as a library system trustee who has been connected with a library system that has been computerizing some of its operations and trying to assist member libraries in their use of computers. I believe my task is to make a general statement primarily useful to those who are not yet immersed in computerized operations, and to rely on you to follow the references to the depth and detail you wish. That depth and detail will vary from library to library because in many ways each library is unique. Sir William Osler, the great Canadian physician, stressed that the master word in medicine was "WORK." He must have also been a library trustee.

The first half of this article will have three main parts. First, I will discuss very briefly the roles of the computer in the library. Second, I will discuss the role of the trustee in computerizing library operations. Finally, I will say a few words about how to go about obtaining more information.

COMPUTER USES IN LIBRARY

A library may want to own computers for three general purposes: 1. loan computers, which the public may borrow and attach to TV sets at home; 2. public access computers for use by library patrons in the library for either general use or for literacy and other special programs; and 3. computers for use by the staff to expedite and improve library work.

The numerous uses to which a microcomputer may be put by the library staff are listed in part in *Table 1*. Some of these uses are what consultant Richard Byrne calls "old work" and some are "new work." A typical old work application would be using the computer as a word processor to write letters, memoranda, etc. Such applications may save some time and be worthwhile, but the dramatic effects come from applying the computer to new work. A new circulation system may allow routine analysis of patron use of books by call number, and hence assist decisions on book purchases. This is new work, not because it could not be done in the past, but because it can be done easily and routinely with an immense saving of time. Similarly, the "what if" use of a spreadsheet in budgeting permits the easy examination of many more options than the usual pencil and paper method. If your library is not now using computers, you may wish to introduce them by applying them to some old work to help staff members become comfortable with the machinery. In our System we purchased two Apple IIc computers and printers and circulated them to member libraries for two months at each site to help with this initial phase. Each computer was supplied with Appleworks, a software program that combines a word processor, a database, a spread sheet, and a mail merge capability. In addition to the rather intimidating reference manual, each machine was accompanied by a 26-page "Appleworks Reference Packet" prepared by Carol House, the System's General Projects Librarian. Most libraries were happy to have the equipment, a few really worked it over, but one or two did not even want to borrow it.

TRUSTEE ROLE

The role of the trustee will vary depending on the library. If you are a new trustee, first find out the status of automation in your library. It may be nonexistent, one or more aspects may be starting up, it may be in trouble, or, if you are lucky, it will be in full operation and going smoothly.

Except in the latter case, it will pay you to determine the attitude of the library director and staff. Are they afraid of computers? You will have to encourage computer use in a way to help overcome that fear. Are they eager to learn and use computers? Give them all the resources you can afford and stand back. Do you have a computer bug or hacker who is trying to use the computer to run the coffee machine in the staff lounge as well as other strange applications? In such a case the director (if not the problem) and the trustees (if not the problem) will have to follow and control use very closely to prevent wasteful over-computerization and unnecessary use.

Assuming your library is just beginning automation, where should you start? It may help to form an automation advisory committee composed of trustees, staff and a public member or two, especially if you can find people with computer experience. You will have to consider what library functions to automate and in what order. You will have to decide what hardware – the physical machinery – and what software – the programs that run the machines – to buy from among the bewildering variety of both that are on the market today. Because both undergo rapid obsolescence, it is a fair question whether or not you should wait and put off automation for a few years. I believe not, if you can save money or improve operations with an existing system. Hardware will probably have a useful life of at least five to ten years, and there is a great deal of excellent general software on the market as well as an increasing amount of library specific software. If appropriate software exists, buy it. Don't attempt to program. Good programming is difficult, time consuming and expensive.

Since the field is changing so rapidly, what can be expected in the next two to five years that will help libraries? Based on present trends, there will certainly be faster processing and larger and cheaper memory. The latter is very important to libraries, and the failure of many library applications in the 1970s was due mainly to the high cost of inadequate programming and to very expensive memory. We may also expect to find, although appearing somewhat more slowly, improved, integrated library software for different size libraries. When your library is automated and up to speed, you will be able to pick and choose from these new developments those which are most appropriate.

ADDITIONAL INFORMATION

Assuming you want to go further, where can you get information about library automation and computers? The reading list given at the end of this article has been purposely limited. There are hundreds of books and articles about computers and their uses in libraries. We have provided a graded list that should be sufficient to get you started. There will be no problem with additional references as you will soon be inundated with them as you read further. There is no substitute for learning something about computers and the library uses of computers as given in the first two references. When you know some of the buzzwords and something about the library use of computers, visit a library that makes some use of computers and ask them to show you their operations. If you do a lot of writing, financial analysis or lists, either for your library or yourself, consider buying your own personal computer. One of our system trustees borrowed the loan computer when it was idle for a week and became so interested he bought a computer to help his interest in genealogy.

You may also wish to get an overview of what is going on in other libraries in the State. Ask your library director for a copy of *Libraries & Technology*. This is a strategic plan for the use of advanced technologies for library resource sharing in New York State. On a somewhat smaller scale, you may find the five-year automation plan for your regional library council of interest. The plan of greatest impact on your library will be that of the library system with which your library is affiliated. These documents will give you the impression that libraries are in the midst of a "hurly-burly" of change, and they are. If you get some feeling of direction from these documents you will probably be able to help your library more effectively.

The above has been quite general. We now want to consider what happened in a real library.

2. A LIBRARY DIRECTOR REPORTS

The Johnstown Public Library is chartered to serve the City of Johnstown, whose population is approximately 10,000. Statistically, the Library's book collection numbers about 33,000 volumes, we have 125 magazines and newspaper titles and about 3,000 registered borrowers. It is open 45 hours each week, and the staff numbers about 5.5 FTE, including librarians.

I will approach automation in a smaller library on three levels, which will intertwine: first, an overview of the basis of much of our automation plans, a two-system cooperative effort; the second level is systemwide microcomputer projects; last are local concerns such as financing and staffing.

OVERVIEW

As one of 14 member libraries in the Mohawk Valley Library Association, the Johnstown Public Library is involved with automation on several levels. MVLA has, cooperatively with the Southern Adirondack Library System (SALS), pooled resources for a joint retrospective catalog conversion and database. This is not a project that could be undertaken by a small library; cooperation is a must. Member libraries currently have the option to

use the joint computer project for an online catalog and/or circulation systems. All member libraries will have access to the shared database in spring 1988 through CD-ROM (compact disk read-only-memory) technology. CD-ROM is worthy of mention because the "snapshot" of the catalog database is accessed with a microcomputer, thereby reducing the expense per unit considerably compared to online catalog expense.

My own criticism of the way that this major program has been undertaken is with communication. Unless a member library has an interested, active representative (director and/or trustee), it has not participated or "bought in" to the project. It must appear to some member libraries that automation is being forced on them. It is a responsibility from both directions, system and member library, to buy in to the plan. Perhaps visits from system staff to individual library boards of trustees and staff early in the process would have been conducive to more of a give-and-take dialogue.

FINANCING

One of the first concerns with bringing microcomputers into a library may be in financing the effort. Expenses seem to fall into two categories: capital and operating. The ongoing expenses of staffing, software, printer ribbons and paper, discs, etc. will need to be factored into the budget as a new line. I would suggest that capital expenditures for hardware, peripherals and furniture can be financed by five methods: Friends of the Library, operating budget, system funds, special grants, and solicitation of a gift.

In Johnstown, the Friends of the Library purchased a public-access Apple IIe and were pleased to assist in this high-visibility project. For the purchase of an IBM AT to be used in-house only, the trustees approved the expenditure from the operating budget. This was made easier to swallow financially by virtue of a matching grant program from the MVLA system. The system's Automation Advisory Council recommended to the system trustees that a matching grant program be instituted. Many used the program as an incentive for local support and purchased either Apples or IBMs. Special grants with specific applications, such as Library Service and Construction Act aid, have enabled MVLA to purchase microcomputers for member library use. It is also conceivable that a library can solicit the gift of a computer from a community source.

STAFF REACTION

If financing a microcomputer is not the chief concern, staff reaction probably is. MVLA's Apple IIc loaner program worked as the proverbial ice-breaker for our staff. In two months, seven staff and two trustees logged about 225 hours on Apple IIc. We experienced basic, anticipated awkwardness and hesitancy which is natural to learning any new skill. We discovered that the novelty wore off quickly and the staff needed and wanted to see the microcomputer's relevance to their work. We gradually abandoned all of the introductory programs during training for a direct use of "Appleworks" where users could input and manipulate data relevant to their own jobs. We recommend the use of the computer as a vehicle for old work for staff to gain confidence. Graphics and word processing are two of the comfortable software programs that we used with novices. Lest you go away with the impression that our entire staff is computer literate and comfortable, they are not. About half of the staff does not use the microcomputer. With CD-ROM public-access catalogs, the staff should become more accustomed to the keyboard and perhaps more relaxed with microcomputers.

"...translating the microcomputer to break the ice for staff...."

Now, to go back to the restaurant analogy for this final section. What if the restaurant is in Paris and the menu in French? Who will translate for you? Three of the smaller member libraries in the system show examples of "translating" the microcomputer to break the ice for staff and trustees. The Cobleskill Public Library's Director, Timothy Holmes, was computer proficient prior to the introduction of microcomputers in our libraries. He was able to apply his experience to library applications. Marie Moore, Director of Canajoharie Library and Art Gallery, found a willing and capable volunteer who worked with the staff. Johnstown's Assistant Director, Janet Tabor, brought considerable expertise from course-work in library school and external experience. Therefore, the responsibility of the microcomputer was delegated to her, and she trained the rest of us.

These three libraries also had a translator in common – a microcomputer specialist on the system staff. The Apple IIc loaner program was coordinated by this librarian. It has been the most effective method of introduction to the microcomputer for member libraries. What could have been a cold first exposure, was warmed by a communicative, helpful person. Follow-through assistance was willingly extended upon request. The majority of member libraries (staff and trustees) have availed themselves of the program and considered it a positive first step towards microcomputers in their libraries.

Another helpful method of gathering support and assistance has been through the system's Automation Advisory Council. This committee originated the concepts of the Apple IIc loaner program, matching grants for

hardware and/or software purchases and a microcomputer newsletter. It continues to work towards a clearer understanding of the advantages of microcomputer applications in libraries among all member library staff and trustees.

TABLE 1

MICROCOMPUTER USES IN THE LIBRARY

Examples of Output Produced

USE BY SOFTWARE TYPE (Integrated programs also available)

A. WORD PROCESSING PROGRAM
- Annotated Bibliographies
- Form Letters
- Library Skills Instruction Sheet
- Memos and Letters
- Newsletters
- Notices
- Pathfinders
- Résumés
- Topic Lists
- Worksheets

B. SPREADSHEET PROGRAM AND FINANCIAL PROGRAMS
- Attendance
- Budgeting
- Circulation
- Inventory
- Staff Scheduling
- Statistics

C. DATABASE PROGRAM
- Acquisitions
- Bibliographies
- Birthdays
- Find-it File
- Interlibrary Loan
- Inventory Equipment
- Inventory Supplies
- Mailing Lists
- Orders
- Overdues
- Periodical Holding List
- Selection File
- Special Collections
- Vertical File Index

D. MODEM APPLICATIONS
- Accessing Large Databases
- Electronic Mail
- File Transfer
- Online Ordering

E. GRAPHICS PROGRAMS
- Banners
- Bookmarks
- Flyers
- Posters

USE BY LIBRARY FUNCTIONS – LARGER LIBRARY, LARGER COMPUTER
- Technical Services – Acquisitions and Processing
- Cataloging – Online Catalog
- Circulation – Automated Circulation
- Reference – Online Databases
- Publications – Desktop Publishing
- Grants Administration
- General Administration

READING LIST

This reading list begins with an elementary book on computers and an elementary book on the library use of computers. The references increase in difficulty as you go down the list.

Computers For Everybody, by Jerry Willis and Merl Miller. 3rd ed. (illus.) Beaverton, OR, Dilithium Press, 1983. 368 pp. $9.95 paper.

This book was recommended by Al Freund, former Director of the Ramapo-Catskill Library System, at the 1983 Trustees Conference. It is a good beginning book.

A Primer Of Library Microcomputering, by Eric S. Anderson, Crystal Lake, IL. Follett Software Company. 68 pp. Free.

Full of good ideas geared to small libraries. Some library-specific software is reviewed and hardware and software selection tools are listed.

At this point, you may want to know a little more about computers. Select a book to meet your needs from:

The Readers Guide To Microcomputer Books, by Michael Nicita and Ronald Petrusha. 2nd rev. ed. (illus.) Brooklyn: Golden Lee Books, 1984. 474 pp. $29.95.

Four hundred books categorized into six subject areas and quality rated from 1-100 with levels rated novice, intermediate or advanced.

Now into libraries in earnest:

A Micro Handbook For Small Libraries And Media Centers, by Betty and Marie Costa. 2nd ed. Littleton, CO, Libraries Unlimited, 1986. 220 pp. $23.50.

This will review what you learned from the first two references and take you much further into the subject.

Library Automation: Issues And Applications, by Dennis Reynolds. New York and London, R.R. Bowker Co., 1985. 600 pp. $37.50.

Profiles of programs designed specifically for libraries, arranged in alphabetical order, with indexes by title and subject, as well as lists of Apple, IBM, CP/M and Tandy/Radio Shack software. Contains cost, vendor information, abstract, number of copies sold, etc.

TO GO FURTHER YOU HAVE TO GET INTO MINICOMPUTERS OR MAINFRAMES

The Online Catalog: Improving Public Access To Library Materials, by Emily Gallup Fayen. White Plains, NY, Knowledge Industry, 1983. 148 pp. $27.50 in soft cover.

A primer. Highly recommended by librarian reviewer. Useful for libraries with over 100,000 titles. If your library is this large you will probably have to get into the big time – at least from a microcomputer to a minicomputer – and you will have to employ full-time library-computer people.

INTELLECTUAL FREEDOM AND THE TRUST IN LIBRARY TRUSTEESHIP

By Gerald Shields, Assistant Dean,
School of Information and Library Studies,
SUNY at Buffalo

Trustees seldom have an opportunity to think about intellectual freedom issues. Often librarians are not confident of their own commitment and unsure about where the board members stand. It is very easy to bring up the need for liability insurance in case one of the users takes a header on the stairs or "ends up over teakettle" on the ice. Especially at today's prices there is very little touchy or sensitive feeling about that kind of protection for the library. Insurance on fire and water damage, even wind and other acts Nature dreams up to plague an innocent library building can be discussed dispassionately by librarian and board. The need for protection against loss is understood, and the board proceeds to act in accordance with its budgetary abilities.

But when it comes to matters of religious ideology, human sexuality, political philosophies, social structures, artistic license, esoteric fantasias and the maturation process, the librarian may hesitate to launch into development of an insurance policy that could reduce damage to the library should a whirlwind generated by such ideas hit the library. Trustees, unfamiliar with standard iibrary practices, often are not certain if there is a need for any discussion of the content of the library collection. Instead, they are willing to settle for staff problems, budgetary needs, service developments and public programming.

As in all insurance programs, the need will not abate simply because it is neglected or rationalized out of mind. Censorship demands can be made upon the library anytime. Such demands appear without warning and often can be virulent and abrasive. Their mere presence can breed distrust and disappointment between trustee and librarian. If the demand has gone "public" and is being debated in the press and on the six-o'clock news, there is little time for the librarian or the trustee to discuss the issues, clarify policy and establish orderly procedures. Usually it is a fly-by-the-seat-of-the-jodhpurs time with emotionalism far out-distancing rational thinking.

Therefore, if the librarian has not discussed a materials selection policy and procedure with the board, it is time for the board to call for such a discussion and development project. Certainly, if the library does not have any liability insurance, the board would not hesitate to make the first move to obtain it. However, be prepared to go slow. Give the librarian and the staff time to "think it over," too. Ask them to find out what kinds of policies and procedures other nearby libraries have, or what is recommended by the library system staff. Are there any workshops coming up wherein the board and the staff could sit down together and look at the entire process? If there is a need for some urgency, the following outline, along with a search of library literature, can get you started. Remember, it is important to have something in hand to show the community that building library collections is not a whim of staff and trustees. It is a serious business justifying the need for that professional the board has hired.

CONTENT OF THE MATERIALS SELECTION POLICY

1. There should be a statement establishing the trustees as being the legally constituted body responsible for the development of the collection of materials in the library.
2. Management of the above policy is usually assigned to the chief library administrative officer who, in turn, has delegative authority that need not be spelled out in a document of this type. It should be clear that all policy decisions rest with the trustees and all management of that policy rests with the delegated administrative librarian.
3. Philosophy or goals for the library collection should be presented as rationale for the selection process. Objectives or the results expected from the selection policy should be developed and listed also. It is here in the policy the rights of library constituencies can be defined, and some policy statements provide examples of identified user groups in the community (usually in parenthetical or footnoted paragraphs). It is important to establish in clear and concise terminology those principles that make it necessary for the library to collect materials deemed controversial by other members of the community.
4. Identify the formats covered by this policy statement. Too often, for example, the library makes one policy for print materials, another for film, another for video and audio, etc. Such practice fragments the thrust of the policy statement and leaves the library open to demands that different formats be treated with differing standards.
5. Specific criteria are needed to cover the disposition of a variety of categories of materials being consid-

ered for inclusion in the collection. It is here that problems can be foreseen and forestalled by providing clear evaluation criteria and selection procedures, e.g., gifts, textbooks, curriculum support materials, free materials, local history, annual reports or sale of used items.

6. Criteria are needed to govern the selection of materials that may be considered sensitive or controversial by some members of the community. Librarians and trustees often find this subject too difficult to approach; they settle for adoption of the *Library Bill of Rights* to meet this need. Trustees should be aware that such a solution is only superficial. The American Library Association, promulgator of that document, is the first to point out the need for more criteria. It is important for the trustees to read and evaluate all six points in the *Library Bill of Rights* document and all of the interpretive material that accompanies it in the *ALA Intellectual Freedom Manual*. Doing so is like having a consultant drop by and present you with an array of possible policy considerations you may wish to make in relation to your library community's needs.
7. A policy statement will be needed establishing the rights of individuals to make suggestions about the goals and objectives of the library, its past materials selections and its future policy on evaluation and distribution.

SOME CRITERIA TO BE CONSIDERED IN THE SELECTION POLICY

1. Make it clear that materials be chosen that foster respect and understanding for the human condition, particularly for identifiable ethnic and minority social groups. It should be made apparent that the library is aware of and has an appreciation for the pluralistic character and culture of the community being served.
2. Intergroup tensions and conflicts are not to be ignored in the hope they will go away. They should be represented in the collection offering insight and analysis in the hope of indicating possible solutions to the many social and economic stresses of modern society.
3. Materials should be selected to reflect the various levels of maturity and comprehension in the community: the child in the process of maturation, the adult trying to compensate for missed opportunities in earlier years and the working professional seeking ever-expanding horizons – all should find materials to suit their needs in the library.
4. The diverse interests found within the community should be served by the collection and, indeed where possible, celebrated by special displays or bibliographic lists.
5. The collection should reflect the problems, aspirations, attitudes and ideals found in our society. The collection should be supportive of those individuals seeking to make intelligent choices in their daily lives.
6. Materials placed in the collection should foster critical thinking by recognizing opposing sides to issues.
7. Materials should be judged on their own merit, and the race, nationality, political or religious views of the creator or producer should be merely interesting footnotes, not criteria in the selection process.
8. Untrue and slanted materials are bound to appear in the collection if there is to be any hope for balance or a reasonable reflection of the sources of intergroup tensions and social problems.
9. The worth of each item selected is determined by an evaluation of its entire statement or content as presented by the creator or producer. Piecemeal or out-of-context evaluations can lead to serious misinterpretations and a loss of credibility for the collection.
10. Materials on religious thought and experience plus the various denominations and sects that have formed around those ideas should be provided, particularly as they are represented in the community served.
11. Human sexuality materials are to be selected on the above criteria. The representation of sexual incidents and the use of the vernacular or slang words appearing in materials are to be evaluated in context and measured by the above criteria. Materials selected may be labeled to designate a format or genre and, in special situations, their location. Such labeling should be applied most carefully so as to avoid limiting circulation or use by the library community or placing materials in conflict with the established criteria.

"Libraries... created by society to be a depository for the graphic record of human existence."

It is important to bear in mind that it is easy to assume a position as the moral guardian for the community. There are any number of agencies of various social, political or moral persuasions willing to supply their own labels for various materials in the library. The use of the Motion Picture Association of America ratings for films can very easily slip into the library catalogs and appear to be board policy where none was intended. Films have long been designated as to suggested comprehension levels, but most libraries have refrained from trying to designate a value judgment as to the content. It is consistent with the general purpose of the library to leave

value judgments to the user of the material. As that old bedraggled saying goes, "what is sauce for the goose...." Libraries were created by society to be a depository for the graphic record of human existence. This warehouse of social and cultural history is meant to be shuffled through, ransacked, disputed and adored, enjoyed and deplored. It is the secret place reserved for dreams that may not dare to be dreamed, vengeance that can not be wreaked, fortunes that could be made, adventure still to be experienced and loneliness quietly to be stilled.

Trustees are never told when they are recruited to the task that they are assuming a delicate and important role in the community. Indeed, if one can believe the hearsay, there are trustees who still do not find the position one of challenge and profound responsibility. But the majority soon discover that the very uniqueness of the library service picture is one that few in the community understand. Yet, there is respect and in many cases awe on the part of the community for what the library represents as an institution of culture and a monument to the resiliency of the human spirit.

Therefore, it becomes incumbent on the trustee to see to it that not only is the library free from attempts to censor its content but that the community is well aware of why it should turn to the library in hopes of finding the unbiased or true representations needed to make sound judgments.

THE LIBRARY AS OPEN FORUM

In the growing number of reports coming in from libraries that have successfully withstood censorship attempts, there is one common thread running throughout. Trustees have supported the library as an open forum for ideas. Interviews with many librarians who have withstood the buffeting of would-be censors make it clear that when the librarian and the trustee are standing together they quickly win the goodwill of the community. Where the library has consistently represented divergent viewpoints, the community loses patience with those who would make it a vehicle for one particular moral, religious or political point of view.

In contrast, one finds accounts of libraries suddenly being attacked for content. Where there is no policy and procedure, the board tends to go off on its own, making decisions off the top of its worried head. Once the censors spot a sense of disarray or distress, they are not unlike the old hunting dog that picks up the scent and begins to bay all the louder and run all the faster.

THE LIBRARIAN'S CODE OF ETHICS

One day the American Library Trustees Association is going to sit down and write up a Code of Ethics for members of library boards. Until that time, it can serve the trustee well to know and appreciate the *Code of Ethics* adopted by librarians through the American Library Association:

1. Librarians must provide the highest level of service through appropriate and usefully organized collections, fair and equitable circulation and service policies, and skillful, accurate, unbiased, and courteous responses to all requests for assistance.
2. Librarians must resist all efforts by groups or individuals to censor library materials.
3. Librarians must protect each user's right to privacy with respect to information sought or received, and materials consulted, borrowed, or acquired.
4. Librarians must adhere to the principles of due process and the equality of opportunity in peer relationships and personnel actions.
5. Librarians must distinguish clearly in their actions and statements between personal philosophies and attitudes and those of an institution or professional body.
6. Librarians must avoid situations in which personal interests might be served or financial benefits gained at the expense of library users, colleagues or employing institutions.

It is obvious that the *Code* is not precisely tailored to trustee needs, but until the real one comes along, the substitution of trustee for the word librarian in the above six statements can provide a clearer picture of the demands expected of that noble calling – the public library trustee.

FINAL WORDS OF ADVICE

Regardless of what the current state of affairs is, in their monthly meetings the trustees ask for a review of where the library's materials selection policy and procedure stands. If one has been adopted recently, be sure to review it within three years. If there has been a change in director of the library operation, the policy and procedure should be reviewed to make certain everyone is agreed as to direction for the library. If there has been a significant change in the membership of the board, there need not be a full-scale reassessment of the policy and procedure of selection of materials, but, at least, an orientation for new members would be in order.

One final possibility is to ask the library staff to provide the board with some précis or summaries of censorship cases that appear in state and national library literature. It is important to know what is being attacked and by whom. It is important to know where the failures to resist have occurred and where the successful selection policies and procedures prevailed. An informed and cognizant board will not be caught by surprise and distress when the day comes and the censor is at the door.

THE RIGHT TO INFORMATION ACCESS*

By E.J. Josey, Past President,
American Library Association

"A popular Government, without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy; or, perhaps both."

Those remarks are by James Madison, and they are a fitting prologue to major considerations on access to information now being undertaken by the American Library Association.

Today, we are so bombarded with what James Madison might call "Popular Information" that it is hard sometimes to look beyond the daily paper, the drone of television or radio and consider whether, in fact, all Americans do have access to all the information they need or to which they have a right.

DISCRIMINATION AGAINST LIBRARY USERS

I would like to take this occasion to discuss the right for all citizens to have access to information and some of the problems recently encountered.

As you may remember, discrimination was the primary issue of the 1960s, and I believe it remains so today, though now the masks it wears are subtly different. What has to be fought now, and fought with much more conviction than the profession is exhibiting, is discrimination against certain classes of library users (most particularly the poor). A broader ramification of this issue is the sustained attack that is being made on the public sector, public services, certain professions and just about all labor unions.

In a way, this battle may be more difficult than the one we were engaged in twenty-some years ago. For one thing, our principal antagonist could scarcely be a more powerful one: it is the U.S. Government. Not just the current Administration, although that's where the plays are called, but also a weak and vacillating Congress, which seems unable to resist the incursions this Administration has made and continues to make upon democratic freedoms and rights and the public welfare.

The Administration's most sustained attack has been upon access to and dissemination of information. Even the American Library Association Washington Office, which for years has made almost a fetish of "bipartisanship," has issued several chapters in a continuing chronology of government misdeeds in this area. The latest one I've seen is titled "Less Access to Less Information by and about the U.S. Government: III." If you haven't seen these revealing documents, write to the Washington Office and ask for copies.

"...Freedom of Information Act... 'more of a shield for government than a sword for the public.' "

Let me give you a few samples of what has been going on. During the past few years, the Freedom of Information Act, in the words of Richard M. Schmidt, Jr. (Washington Counsel for the Association of American Publishers), has been "converted into more of a shield for government than a sword for the public." The Federal Privacy Act has been developed as a new tool for government secrecy. Government authority to classify information has been greatly expanded, on the pretext of protecting national security. A National Security directive mandated prepublication review of the writings of present and former government employees and lie detector tests to uncover information leaks. Use of public access laws has been made considerably more expensive to the public. Nuclear information that was previously in the public domain has now been restricted. Government attempts to manage the news saw its high point in the barring of press coverage of the Grenada invasion. Registration of films from other countries which deal with issues of U.S. public interest (such as acid rain) has been required. The dimensions of the attacks on access to information can perhaps be indicated by this item from the third chronology from the ALA Washington Office:

> On October 6, 1982, OMB released a list of more than 2,000 government publications – one out of every six – targeted for termination or consolidation into other publications...According to OMB Circular 82-25, sixteen percent of all government publications will be discontinued. This amounts to 70 million copies, one-twelfth of the 850 million copies printed....

And there is this nice sting in the tail of that story:

> Each federal agency will be reviewing its publication for increased user fees.

A footnote to that brief review: the Administration

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* Luncheon talk delivered at the 1986 Annual Library Trustees Institute, Albany, New York, September 13, 1986.

contends that the Freedom of Information Act is too expensive – it costs about $60 million a year. Lawyer Schmidt notes that "The Pentagon spends $100 million a year for marching bands."

Given all this, it is perhaps not surprising that the ALA Council passed a resolution, two summers ago, expressing concern that there is a "mounting threat to access to information needed for the fulfillment of the democratic process."

SHIFTS OF POWER FROM PUBLIC TO PRIVATE SECTOR

If some of the depredations I have listed seem a bit remote in terms of your own concerns, there are others that clearly affect us very directly. There are, for example, the standards proposed by the Office of Personnel Management, which would downgrade Federal library and information positions, the ripple effect from which could be expected to reach out to all corners of the profession. And there is the heinous OMB Circular A-76, which lists library services and facility operation and cataloging as commercial activities, and which could result in many library services of the government being handed over to the private sector. *Could* result? *Has* resulted! Last August a contract was awarded to a private sector firm for the *total* library operations of the Department of Energy Library; another such contract followed in September for the Department of Housing and Urban Development. As Marilyn Gell Mason observes in her recent book, *The Federal Role in Library and Information Services*, "there is no doubt that the Administration's actions have resulted in a deliberate shift of power from the public to the private sector."

If all this is bad news, it is not, at least for some of us, very surprising; we expected nothing better of this Administration. What is more disturbing is the position of the National Commission on Libraries and Information Science, which we might reasonably expect to speak on our behalf. The establishing legislation for NCLIS, remember, says: "The Commission shall have the *primary responsibility* for developing or recommending overall plans for, and advising the appropriate governments and agencies on, the provision of library and information services adequate to meet the needs of the people of the United States."

I spoke recently with both the Executive Director and the Chair of NCLIS, and both declare that the Commission has as yet taken no position on the issue of the respective roles of the public and private sectors. Those of us who managed to wade through and try to make some sense of the Commission's Public/Private Sector report find that claim a little hard to swallow. Marilyn Gell Mason, a former employee of the Commission as director of the White House Conference, is unequivocal on the subject. She says: "Even NCLIS, the agency responsible for the White House Conference, and thought to be sensitive to the public need for information, has issued a report that *recommends* the shifting of responsibility away from the public sector to private industry."

DANGERS IN TRANSFERRING RESPONSIBILITY

Now one reason why I think this trend is another aspect of discrimination is that it is based on an underlying principle, spelled out by OMB, that "information is not a free good but a resource of substantial economic value." ALA's response, that "to participate fully in a democratic society, citizens must be informed and aware, regardless of their individual ability to pay for information," is correct but does not spell out clearly enough the dangers of this move to transfer responsibility for information dissemination from the public to the private sector. There are two clear dangers: the first, obviously, is that in general the private sector can be expected to provide information only to those would-be users who can pay for it. The second, even more pernicious in its ramifications, is that the private sector is only likely to give broad access to that information which is most profitable, and is also likely to suppress information which it sees as not in its own interests.

" 'alternative sources of funding'... insidious threats...."

The Administration, of course, is not the only potential enemy in this battle over whether access to information is a public good and a public right, or whether information should be treated simply as another major economic resource. There are also the enemies within our own profession. And one of the issues on the agenda is an alarming variation in the public sector/private sector collaborative activities in library land. Given the rash of taxpayer revolts in recent years, the drastic decline in Federal aid and the cutbacks by local funding agencies, we hear with growing frequency talk of "alternative sources of funding" for libraries. I suggest to you that this phrase, constantly reiterated, is one of the most insidious threats to the continuance of library services supported by public (i.e., tax) funds. I should perhaps make it clear that I am not referring just to public libraries but also to school and academic libraries supported in whole or in large part by public money.

Clearly, it would not be sensible to oppose or reject funding from any legitimate source, providing such funding does not come with strings attached that may undermine the impartiality expected of a publicly supported institution, or that create different levels of ser-

vice and/or access for different user groups and individuals. But examine the word "alternative"; it is potentially misleading and offensive, because it can too easily be understood to mean that such funds may or will *replace* public support, rather than complement or supplement it. We need to stress that the *primary* source of funding and the primary responsibility are both still public. If we do not, the goal of equal access to information will be submerged in a swelling tide of commercialism.

One of these "alternative" sources that is being grasped with growing fervor by the expedient within our ranks is fee-based services. These are, in essence, an extension of the public sector/private sector issue, since fee-based services are a sort of graft onto the body public of one of the most used and favorite organs of the private sector. And the government, which likes to have things both ways, has adopted the term "user fees" as a euphemism for additional taxes.

USER FEES ARE UNACCEPTABLE

The White House Conference, which involved a considerable number of lay citizen delegates, had no doubts on this subject, affirming "that all persons should have free access, without *charge or fee* to the individual, to information in public and publicly supported libraries." In fact, the White House Conference went further, advocating the formation of a National Information Policy "to ensure (this) right of access without charge or fee."

ALA is equally clear on the issue. In a policy statement it "asserts that the charging of fees and levies for information services, including those services utilizing the latest information technology, is discriminatory in publicly supported institutions providing library and information services."

Nevertheless, it is no secret that this kind of discriminatory practice, in which fees are paid for information from libraries, is proliferating, and this is being promoted by some of our largest and most powerful libraries as a survival technique in hard economic times.

We are now facing a different type of discrimination in the 1980s. This is the new face of discrimination in library service: on one side, the handing over of public services to the self-interest of private industry; on the other, the use by the public sector itself of fees as a kind of means test for access to information. What can you do about it?

WHAT TRUSTEES CAN DO

The first thing is to find out what is going on. I'm still amazed at every ALA conference by how little some of the librarians and trustees know about what's happening around them. So keep up with library literature, and get hold of (and read) some of the key documents that are issued from time to time which may have an impact on your professional lives and/or upon your library's services or potential for the future. While most of you receive *The Bookmark*, it is my hope that you will read *American Libraries* and *Library Journal* as well.

Secondly, get involved. Don't sit back and wait for someone else to do the job. There are issues to be dealt with at state and national levels, and if you want a real voice in these matters you have to be active, vocal participants in both your state and national organizations. Don't stand on the sidelines; find out where the power spots are, and work your way in. For this you will have to do your homework: learn about the organization's structure, how it works, how to get action.

Thirdly, get organized. Very few issues have ever been won by one person fighting alone. One person, or a few, may lead, surely, but numbers count when you want to win an election, a cause, whatever. Why haven't we had a trustee as president of ALA? Trustees must organize and form coalitions with the librarians. We need the trustees' point of view! Organize a group of people with similar interests, but then go out and look for potentially supportive allies. That may involve trading support for each other's issues, but that's how alliances and coalitions are built.

And lastly, as trustees, you are the guardians of your public libraries; therefore, you have a stake in your users having access to information. Because of your position in your communities, you have enormous influence to see that every citizen is guaranteed access to the libraries of your state.

"Withholding information is a smokeless approach to burning books...."

In conclusion, I want to reiterate my view of the library today with regard to information access. The library – and the American Library Association – are advocates of free access to information. Our society – indeed civilization itself – has advanced because of the availability of information and the useful purposes developed from that information use. When you shut off or curtail the access to information, you stop society from developing. History records numerous societies that stagnated because access to information was barred. Withholding information is a smokeless approach to burning books, and we all know where that can lead.

ACCESS – A GUARANTEE TO FREEDOM

The library is a vital link between gathering information and making it available to the public. Libraries

have expanded into every medium of dissemination, from audio and video to online computer databases. They can provide citizens with the tools necessary to access information in an age where access is becoming more diversified and technologically oriented. It is incumbent upon us all to avoid the creation of another division in society, namely the "information rich" and the "information poor."

Access is a better guarantee to our freedom than any constitutional amendment could state, or any administration could promise.

When I think of access to information, I think of freedom in all of its ramifications. Moreover, we must give real meaning to that splendid, ringing final sentence of the Freedom to Read Statement, issued in the dark days of McCarthyism, when too many Americans thought there was safety in silence: "Freedom is a dangerous way of life, but it is ours." As we prepare to celebrate the Bicentennial of the Constitution in 1987, let us uphold the Constitution by insisting on access to information and our *First Amendment Rights*!

THE METROPOLITAN LIBRARY TRUSTEE AND THE CHALLENGE OF LITERACY

By students of the QBPL
Adult Literacy Program and
Albert J. Ungar, Trustee, Queens Borough Public Library, Jamaica, NY

> I am a grown woman, a wife and a mother – until it comes to reading and writing. Then I feel like a child lost in the woods. It took so long to do anything. It was such a struggle. I'm glad I came to a class where I can learn and get help and help others too.
>
> – by a QBPL literacy student

During my 15 years or so as a trustee, I have been fortunate to be able to make some small contribution towards the many outstanding achievements of the Queens Borough Public Library.

Some consider our 90 percent circulation increase in seven years, partly through computerization and modern marketing and merchandising methods, to be our greatest achievement, especially since the 11,320,303 circulation of "Archie Bunker's library system" is larger than that of any city in America, possibly the world.

Others consider our greatest achievement to be the use of an innovative market research program to help make the library more useful to its "clients" and to show us new ways to reach out to those not using the library.

Still others consider our greatest achievement the fact that we were the first big-city library system with a computerized circulation system, that for many years we were the largest such system, and that, unlike some, our computer system works.

Personally, I am proud of all of these accomplishments and scores of others, but what makes me proudest – and happiest – is the fact that people who could not read or write when they came to our library's program wrote the statements quoted throughout this article, unassisted.

> Why do I want to learn to read?
> I want to learn how to read because ... I need it for work. I want to learn to read so that I can read my own mail and learn how to read recipes. I want to learn how to read instructions for medication. That's why.

THE ROLE OF THE TRUSTEE

Trustees can play a crucial role in the success or failure of any new library program. Their positive contributions, for the most part, lie in three major areas:

1. A willingness to look at proposed new programs, services and methods with an open mind and a willingness to accept the risks involved in any new venture.
2. A willingness to commit funds to new or innovative programs, methods, or services at a level that will make success possible – and to stick with it.
3. A personal commitment in support of the new service, program, or method ranging from informing elected officials or other key persons to speaking at community events to encouraging staff and participants by demonstrating a clear interest in their activities.

Partly because these attributes and attitudes prevail among members of the Queens Borough Public Library Board of Trustees, the Library's Adult Literacy Program has flourished, incorporating many innovative features over the years.

> Sometimes I feel like just quitting but I still stay with it and get through. Now the whole thing is starting to get easier and easier to me.

FUNDING

The Queens Library's program was started 11 years ago with LSCA funds and an affiliation with the Literacy Volunteers of New York City. As Federal funds dwindled, the Literacy effort might also have faded away. However, with approximately 350,000 functionally illiterate Queens adults, our Board felt a moral obligation to make a sizeable commitment to sustain the effort through the Library's operating budget. The board voted to pick up the costs of administrative salaries and provide space and equipment to not only continue the program, but to expand it.

> It's hard to tell someone that you can't read. When people think you can't read, they think you don't know anything....

EXPANSION OF THE PROGRAM

In 1984, Mayor Edward Koch and the Municipal Assistance Corporation made funding available to the City University, to community-based organizations and to the three public library systems to expand their literacy programs. Queens Library received $476,000 as start-up monies to establish Adult Learning Centers in five branch libraries and two satellite sites. The funding was used for renovations, purchase of materials and equip-

ment and employment of personnel. In 1987, two additional Centers were created.

Currently, there are seven Adult Learning Centers and two satellite sites with small collections of adult learning materials. Of the seven, two serve functionally illiterate adults and English-as-a-Second-Language students (ESL), one serves ESL students only and four are dedicated to literacy instruction.

The literacy component includes one-to-one tutoring and small group instruction, and the ESL component provides independent study programs. The literacy tutors are trained volunteers recruited from the various Queens communities. The independent study, which includes conversation clubs, are designed and supervised by the Centers' professional staff. Both groups of learners have access to books, tapes and computer-assisted instruction.

Funding also was obtained from grants from the New York State Education Department to establish pre-adult basic education classes, which help the students make the transition from the Library's one-to-one and small group instruction to a more formal classroom setting. Advanced literacy students are encouraged to continue their study at the Board of Education's Adult Basic Education and High School Equivalency programs.

> One day, my little girl came home from school and asked me to help her with her homework. I felt so bad knowing that I could not help her. I, as her mother, could not read. She said, 'Mama, I will help you.' I was so hurt because I felt that I was supposed to be helping her, not her helping me.

THE NEW IMMIGRANTS

People from more than 100 countries make Queens their home. In response to the growing number of new immigrants in the Borough, the Library initiated its New Americans Project (NAP) in 1977. An essential component of the Project is its ESL program. Initially funded under LSCA, the Project became a regular library service in 1982, through Local Sponsor Aid. The ESL program, which currently offers 52 classes a year, is one of the largest free English language programs for adults in the City. The Library Board has approved a further expansion to take place in the fall of 1988.

The Board also decided to incorporate into the Library's operating budget NAP's Coping Skills Component. This component was initially funded in 1986 and 1987 by a supplementary grant from the New York State Legislature, for which we specifically lobbied. New immigrants are introduced to library services through workshops which provide information essential to their adaptation to their new community. The workshops are presented bilingually, in English and in the three major immigrant languages of Queens – Chinese, Korean and Spanish. Workshop leaders address subjects such as immigration law, citizenship, labor certification, the new tax law, parenting skills, job search skills and consumer information.

A DESPERATE NEED

America is divided into two societies. These two societies are not rich and poor or black and white. The two societies are those who can read and write – and those who can't. Those who can't, for the most part, are doomed to lead unproductive, unhappy lives of fear, poverty, shame, unemployment, welfare. They are the most likely to fall victim to violent crime and the most likely to become violent criminals. America cannot afford to have illiterate people.

The written words of Queens literacy students scattered throughout this article attest to the importance of this program to its participants. They are taken from *Trying Harder*, an annual publication produced by the students of the Queens Library Adult Literacy Program. This publication contains poems, stories, and personal observations written entirely by the students. One student wrote, "This book is a part of me." The Adult Literacy Program must be a part of all of us.

MARKET RESEARCH

The most recent Queens Borough Public Library market research study shows that 79 percent of Queens residents above the age of 13 feel it is "*very* important" that the library provide classes for people wanting to learn to read. The only service considered more important is reference books for use in the library.

A *strong* majority of *every* subgroup in the survey believes it is "very important" that the library provide classes for people wanting to learn to read.

The younger a person the more likely that person is to feel it is "very important" for the library to offer a literacy program. For example, 73 percent of those 65 years and over feel the literacy program is "very important" as opposed to 91 percent of those 13-17 years of age and 88 percent of those 18-24 years of age. When it comes to household income levels, those in the middle ($20-29,999) most strongly feel the need for library literacy programs (86 percent "very important"). 77 percent of both those above and below this income level believe library literacy programs are "very important."

Those who most strongly feel it is "very important" that the library offer literacy programs are blacks (89 percent), Jews (84 percent), members of Italian-speaking households (91 percent), those 13-17 years of age (92 percent) and 18-24 years of age (88 percent), and those with household incomes of $20-29,999.

Those who least strongly feel it is "very important" are Hispanics (71 percent), members of Spanish-speaking

households (70 percent), and those with a postgraduate degree (69 percent). *(It is important to note that even among "less enthusiastic" respondents, almost three-quarters believe the library literacy program is "very important.")*

> I always wanted to read my Bible but I could not read.

OUTREACH

Our market research showed that although 79 percent of all respondents felt it was "very important" for the Queens Library to provide classes for people wanting to learn to read, only 22 percent knew that we provided such classes. The same lack of awareness existed with many other important library programs.

One method of outreach is for library staff people to go out and speak before community groups. As a result of the market research findings, this was increased. Another method of outreach is the use of mass media. Our Board voted to expand the library's public relations efforts. This included an increase in the size and quality of the library's own public relations department and the hiring of a good PR firm. The result was a great increase in the number and quality of newspaper articles as well as extensive radio coverage and the library's first stories on the 6 o'clock TV news.

Public service announcements appealing to potential students were aired. Entertainer Arthur Prysock and the rap group *Run DMC* were featured on these announcements, which were run on rock music and ethnic stations.

The market research findings also suggested outreach programs aimed at specific groups. For example, many Hispanics do not have a tradition of free public library services in their native countries. Our research showed that only 32 percent of Hispanics had a Queens Library card. Also, only 19 percent of Hispanics were aware of our adult program. The library responded by embarking on an awareness campaign, "Say Si to Your Library," directed to the Hispanic community. The campaign included the printing of brochures and bookmarks in Spanish to acquaint the community with library services and a Fiesta de Informacion, directed to representatives of Hispanic Community Organizations. The library also allocated funding for the purchase of extensive collections in Spanish to be placed in 15 branch libraries.

The "Say Si..." program was kicked off with a City Hall press conference with participants including Queens Borough President Claire Shulman, Library Director Constance Cooke, and a number of trustees. The announcement received coverage in the newspapers and on radio and TV.

The ethnic media has played a strong role in the success of the Coping Skills Workshops and particularly in the "Say Si to Your Library" campaign. For example, one interview about services to new Americans on a Spanish-language radio station immediately produced 60 phone calls. An article in a Polish-language newspaper on the opening of a new Adult Literacy Center drew 38 Polish-speaking immigrants. The New Americans staff and other bilingual staff members assist our PR Department in communicating with the foreign language press. Particularly effective has been the employment of a part-time staff member who serves as a contact person for the Spanish language media and who translates Library news releases and radio/TV announcements into Spanish.

> Going to jail was the very worst time in my life and if you [ever] try, don't ... The worst time in my life is growing up and having to face reality knowing that I can't read or write.

OUTREACH SUCCESS CREATES TUTOR SHORTAGE

The success of our outreach program tripled the number of students virtually overnight, creating an acute tutor shortage. The solution: reach out for tutors through mass media and with the help of celebrities who were born, lived, worked or went to school in the Borough of Queens – and who had benefited from the Queens Library during their formative years. At my request as Board President, the staff had gathered a list of some 250 persons ranging from Cindy Lauper to the inventor of the Kurzweil machine and including outstanding jazz performers, opera and ballet stars, authors, artists and entrepreneurs. These Queens "stars" were contacted to form the Library's new "Celebrities for Literacy" Corps. The celebrities sent in their signatures to be printed on a poster for the recruitment of literacy volunteers. Many of them – including singers Shirley Jones, Julius LaRosa and Arthur Prysock, jazz artist Dizzy Gillespie, comedians Steve Allen and Marty Ingels, and former Mayor Abe Beame – taped special radio spots appealing to the public to volunteer to teach adults to read and write. The radio campaign was aired on a "middle of the road" station (WNEW) with both free public service spot announcements plus celebrity announcements paid for by private donors such as Chemical Bank and Citibank. This radio campaign produced enough volunteers to fill our fall and winter training sessions.

> Sometimes I went to school for two days out of a week, and sometimes one day out of a month ... Later I went back to school at night, but the students were so far ahead of me that I didn't understand anything they were doing. I decided to stop still not knowing how to read or write ... I decided to go back to another school. I went to Jamaica High School for two weeks and I knew that I could not understand

> the teachers so I stopped, still not knowing how to read or write ... so one day I heard about Literacy Volunteers who helped people who never learned to read or write. I called them and they ... told me to come to the Library and your teacher will meet you there. I prayed over and over that this time maybe someone could help me to read and write ... When I met her two years ago, I could not read or write. I thank God and my teachers today that I can read and write. Now I am also going to York College because I feel there is so much to learn ... Today I know that I can learn.

STAY ALERT OR YOUR PROGRAM MAY GET CHOPPED

In the early stages of the Adult Literacy Program, before literacy became a national crusade, there were those who wondered whether libraries should be teaching people to read and write. In addition, New York City was still in the grip of a severe fiscal crisis, which did not help the Library's finances. It took a gutsy, dedicated Board to agree to go along with a program that was considered controversial at the time, and to make a commitment of funds sufficient to assure a quality program in spite of the fiscal crisis.

Our Board discovered that, even today, it must remain constantly alert to defend the program because there are still those who would leave this function exclusively to the schools – in spite of the fact that most adults in our program are products of the school system. At a recent breakfast given for our legislators, some elected officials questioned the Library's sponsorship of a literacy program. For one stunned moment, I flashed back to wartime Korea where I had set up a literacy program for American troops shortly after the truce was signed. Many officers opposed the program because "soldiers don't need to know how to read and write to dig a fox hole." My response, since I was outranked, was to threaten them with General Mark Clark, who had initiated the program – and to inform them that if they didn't have at least two years of college, the General wanted them in school, too. The Library Board's response to the legislators was much more diplomatic. The Board showed them that the vast majority of Queens residents in our poll felt it was "very important" for the library to offer such a program.

> I was very happy until one day I tried to read a book and I couldn't read it.

Our Adult Literacy Program has completely changed people's lives. Men and women who could not read or write can now fill out job applications and obtain employment. Others have been able to advance on their jobs. Still others can now read to their children, help their children with their homework, read the labels on medicine bottles and instructions on household appliances, and count their change.

Our Adult Literacy Program has enlarged and improved the productive Queens workforce a little, helping both county and city, and in some modest way, America.

Is our little program important? You bet it is. Will our Board fight to defend and expand it? Count on it.

TO READ OR NOT TO READ: TRUSTEES AND THE CHALLENGE OF LITERACY

By Vivian Mendelsohn, Trustee,
E.M. Cooper Memorial Public Library,
Wilmington, NY
and
Carol L. Sheffer, Assistant in Library Services,
Division of Library Development

Trustees are faced with many challenges during their tenure on a library board. It's not unusual for board discussions to center on building/plant problems, personnel issues or the rising costs of utilities. These are important discussions and certainly necessary to the operation of a library. It is easy, however, to spend all of one's time on such items with little time or energy left for library service issues. Fortunately, more and more trustees are making time to offer their talents to the literacy movement in which most libraries participate.

WHY SHOULD A LIBRARY TRUSTEE BE INTERESTED IN LITERACY?

It has been 100 years since Melvil Dewey described public libraries as "universities of the people." Many turn-of-the-century immigrants first learned the language, customs and history of their new country in their neighborhood libraries. Today it is not only new residents of this country who need literacy services but thousands upon thousands of English-speaking native-born adults.

"It is frightening to be illiterate in a print-oriented world."

One in five adult Americans is functionally illiterate. More than two million New Yorkers need to improve their reading and writing skills enough to cope with day-to-day life. All New Yorkers have a vested interest in a literate population. Illiteracy is expensive! It costs hundreds of thousands of dollars to incarcerate inmates in State correctional facilities. An estimated 50 percent of these inmates are functionally illiterate. Many welfare recipients lack sufficient reading skills to cope in a work environment. This costs tax dollars, too. Costly injuries and illnesses can be directly attributed to illiteracy. These contribute to higher insurance premiums.

The above examples are monetary costs of illiteracy, but what are the human costs of this problem? It is frightening to be illiterate in a print-oriented world. Adult illiterates cannot read the Bible or other religious materials. An adult illiterate cannot read a story to a child. An adult illiterate cannot even be sure of giving a child the correct dosage of medicine. Even sadder is the effect on the children of illiterate parents. Children learn by example and want to mimic the actions of adults. If the parent is illiterate, the child is more likely to be illiterate. Illiteracy is passed on.

The library is a natural setting for adult learning. Not only basic literacy instruction, but other lifelong learning activities occur in libraries on a regular basis. There is no stigma attached to attending a library program. Library staff members are generally knowledgeable and compassionate. Librarians can literally open the doors of learning to adults.

HOW CAN A LIBRARY TRUSTEE HELP?

Trustees, in cooperation with library staff members, can investigate literacy needs and activities in the community. Many schools, BOCES, community-based organizations and volunteer literacy efforts offer literacy services. Identify the programs, if any, in the community. Visit these literacy providers and learn how their programs operate, how adult learners are enrolled and what the numerical estimate of illiterates is for the geographic area. Ask library staff if any have had inquiries about literacy programs. Talk to local social work, correctional and human service professionals about their perceptions of the need for literacy services in the community. Look carefully at census data. Although such data will provide inaccurate estimates at best, it is a place to start. Keep in mind, as you make these community contacts, that trustees should always be on the lookout for future library trustees and you may encounter potential trustees.

SUPPORT LOCAL LITERACY EFFORTS

Trustees and library staff can offer support for local literacy efforts. Trustees can offer library space for classroom instruction and/or tutoring to existing literacy

programs. Trustees can encourage library staff to purchase materials (including computer software and other audiovisual items) which adult learners and literacy providers can use. Adult, new-reader print materials are often relatively inexpensive, and even libraries with limited budgets can add a few titles each year. Trustees might offer to house materials purchased by literacy providers to ensure widespread availability of such items through the library. Bulletin board and/or newsletter space can help literacy providers advertise their services to library patrons. Libraries may be able to offer photocopying or printing services to literacy providers. Trustees can encourage library staff members to set up a method of referral to ensure that library patrons who make inquiries about literacy services are referred to the most appropriate provider. Libraries might offer a small professional collection for literacy providers in the community. Trustees can become involved with boards of trustees of literacy providers. Trustees can also support the library director in sensitizing staff to the needs of illiterate adults and encouraging library staff members to become a part of the local Project Literacy U.S. (PLUS) task force. Trustees can suggest that library staff coordinate children's storyhours and programming with adult literacy services to create family reading programs.

"...libraries must begin now to plan for this additional [literacy] need."

Trustees can support the library director and other staff in initiating literacy services. The service might involve classroom instruction, especially appropriate for speakers of other languages, where the library contracts with a teacher or teachers to offer a series of instructional programs in basic literacy skills. The service might provide training for volunteer tutors who will provide one-to-one instruction to adult illiterates. Computerized and/or small group instruction are other options. Trustees and staff should work together to determine which service(s) is the most appropriate for the people in their community. Libraries can actively recruit adult learners. The new Immigration Reform and Control Act is expected to increase the demand on literacy services, and libraries must begin now to plan for this additional need.

Trustees can provide financial support for library literacy services. No literacy service can operate without funding. Trustees can ensure that any literacy service offered by their library will have adequate, continuous funding.

Trustees can speak with other trustees. They can speak with trustees from local or neighboring libraries to exchange ideas and information on programs, perhaps even to the extent of joining forces to provide more complete literacy services to area residents. Trustees can encourage fellow trustees to attend informational programs and workshops on literacy and related issues.

Trustees can give themselves to the literacy effort. This doesn't mean that a trustee must become a volunteer tutor (although most volunteer literacy groups need more tutors). The level of involvement can be as varied as trustees' skills. If grant-writing is your "thing," most literacy providers could use your help. Perhaps public relations and/or fundraising is your forte. We guarantee that the literacy movement can use you. A trustee's involvement can be that of advocate. Remember literacy providers when your community or social club is looking for a service project. Speak to the needs of adult illiterates whenever the forum presents itself. Remember that most people take their ability to read for granted and never realize the extent of the illiteracy problem.

Becoming a part of the solution to illiteracy, in whatever way you choose to pursue it, is one of the most rewarding activities that you and your library's staff can pursue.

STEPPING UP STANDARDS

By Elizabeth Manion, Chairperson,
Committee on Minimum Standards for Public Libraries

Standards for public library service in New York State are really nothing new, as evidenced by the following excerpt from the minutes of the New York State Board of Regents meeting of February 9, 1893:

> Public libraries. The secretary submitted the following definitions of a public library as those under which the department was now working.
>
> It must be open without charge for either reference or lending or both, to all citizens of the locality who conform to the rules approved by the regents. These rules may exclude all disorderly or offensive persons, children under 12 years of age, and in special cases, each of which must be separately approved, may open the library only to one sex.
>
> Every library must be open at least one hour on three days of each week; in villages of 2,000 or more inhabitants must be open at least two hours daily for not less than six days of each week; and in villages or cities of 10,000 or more inhabitants must be open at least six hours daily.
>
> To be counted as public, a college or academy library must be open at least six hours daily in term time, and in vacation must be open at least one hour on each of three days of each week.
>
> These rules shall not require any library to be kept open on legal holidays or on Sundays.

But there certainly has been renewed interest in the subject during 1987-88.

Early in 1987, the Regents Advisory Council on Libraries, believing that every citizen in New York State, regardless of place of residence, deserves equal access to quality library service, recommended to State Librarian Joseph F. Shubert that a committee be appointed to study existing standards and make recommendations to the Board of Regents.

Concurring with this directive, the New York State Library Division of Library Development appointed a 17-member committee representing State Library personnel, library users and the library community from across the State.

TASK FOR THE COMMITTEE

Since standards for New York's public libraries had not been reviewed or revised for 37 years, the task set before the committee was both challenging and critical. Over the past 25 years, public library systems have strengthened services on the local level through consultant support, shared collections, technical assistance and grant-giving, but during this same time frame demands upon trustees and librarians have also become greater and more complex. The emergence of school library systems has opened new doors for resource sharing at the same time that technology is offering new means and methods for libraries to deliver information to people efficiently and effectively, and it seemed apparent that in order to insure quality library service for all residents of the State, all public libraries should attain a certain minimal level of local service.

Meeting monthly, beginning in March 1987, the Committee on Minimum Standards for Public Libraries began its work by initiating a comprehensive review of existing public library standards in New York State, which are included in *Excerpts from New York State Education Law; Rules of the Board of Regents and Regulations of the Commissioner of Education Pertaining to Public and Free Association Libraries, Library Systems, Trustees and Librarians*, January 1985; studying and discussing published public library standards documents from 16 states – Florida, Illinois, Indiana, Iowa, Massachusetts, New Hampshire, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Rhode Island, Utah, Texas, Vermont and Wisconsin; developing and analyzing a questionnaire and survey that was sent to trustees and library professionals in May 1987; researching extensive data on present per capita support, personnel, budget, population and hours open prepared by individual committee members and the staff of the New York State Library's Division of Library Development; and perusing the 1987 ALA publications *Output Measures for Public Libraries*, 2nd edition, and *Planning and Role Setting for Public Libraries*.

Desirous of receiving early input and reaction from the library community, phase two of the Committee's work involved writing a draft document which went through numerous changes and refinements before it was printed and distributed for discussion at nine regional meetings held in Albany, Saranac Lake, Eden, Avon, Syracuse, Ithaca, Poughkeepsie, New York City and Commack. The draft document, entitled *Quality Public Library Service in New York State: Minimum Standards and Levels of Excellence*, proposed for discussion a set of basic standards that all libraries must meet in order to maintain their registration and receive State and local funding and standards of excellence above the

basic level that small, medium-size and large public libraries respectively could strive to attain. Areas addressed in each subset of the document included standards relating to Governance, Staff Development, Collections and Materials Services, Access and Public Relations and Publicity.

RESPONSE

The response both from correspondence and attendance at the nine statewide informational meetings held during October and November 1987 attest to the fact that the draft standards document has been read, analyzed and given careful scrutiny, and all comments, concerns and suggestions have been gratefully received by the Committee as it moves forward to fulfill its charge.

As this publication is being prepared, the Committee is meeting throughout the late winter and early spring months of 1988 to produce a second draft that will again be disseminated widely for field reaction and review.

Whatever format or focus this revised document presents, it is distinctly clear that the Committee will complete its mission and recommend to the State Library and the Board of Regents an upgraded set of minimum standards that will assure that individuals who approach the doors of an institution which is allowed to call itself a "public library" can expect to find what they need and want in terms of accessibility, availability of materials and ability of personnel to deliver service.

In a country that has prided itself for generations on striving for increased productivity and excellence, why should public libraries not strive to upgrade their essential position as lifelong learning centers that are funded viably, governed with vitality and staffed vigorously and professionally?

Trustees are the trend setters who can turn recommendations into reality and can, through effective leadership and lobbying, ensure that our public libraries are afforded standards as highly structured and supported as our public schools.

SOME OF THE GAINS

We have nothing to lose and everything to gain by "standing up for libraries" and some of those gains can be significant.

1. Revised standards can help individual libraries to set specific goals and service plans that can be clearly articulated to State and local funding sources.
2. Revised standards can help to upgrade the library profession and by so doing insure that qualified librarians will be there to serve the information needs of future library users.
3. Revised standards can help boards of trustees to articulate more clearly the services they need from their public library system.
4. Revised standards can help to assure that a library's entire service area is heard and represented in its planning and governance.
5. Revised standards can assure that continuing education for trustees and library staff becomes a capital component of every library's annual calendar.
6. Revised standards can offer a means of quality control and help the individual library board to realize maximum effectiveness of the library's program.

As the Committee on Minimum Public Library Standards continues to wrestle with revisions and questions of implementation, timing, monitoring and funding, it will continue to strive to produce a proposal that will reflect the need for the elevation and equalization of library service expectations throughout the State of New York at the same time that it remains keenly aware of the diversity of libraries that currently exist.

Working together on a basic blueprint for higher goals, there is no doubt that we can achieve higher performance and enriched productivity for our public libraries.

PUBLIC LIBRARIES AFTER 2000 A.D.: AN ESSENTIAL PUBLIC GOOD

By Richard S. Halsey, Dean,
School of Information Science and Policy,
The University at Albany

Today most public libraries are dealing mainly with written records, musical scores and discrete nonprint items such as audiocassettes, art reproductions, compact discs, videotapes and microcomputer software. Patrons' direct or mediated interaction with other libraries still remains the exception. But, after 2000 A.D., interactive information systems networks will become integral to public library operations empowering them as community centers in a way that is difficult to imagine today. As this shift occurs, the budgetary, legal, sociological, governance, staffing factors and basic definitions of what constitutes "the public library" will be redrawn. I am convinced that the public library will ultimately be the agency of choice to fulfill and integrate many information and counseling services now left untended, untidily dispersed and poorly managed. The major barrier to the evolution will be the absence of leadership with the intellect, good will, fervor and creative imagination required to convert today's public libraries into tomorrow's community information resource centers. Because the best systems will energize skills and ideas across a formidably broad spectrum – the social sciences, education, computer science, public administration, law, operations research, ergonomics and the cognitive sciences, a new species of librarian will have to be conceived, recruited and educated to assure success. The road ahead must be paved with more than good intentions between now and 2000 A.D. or public library functions will be absorbed by other entities that place profitability and efficiency of operation ahead of commitment to social and individual betterment through provision of high-quality resources and services. In today's libraries resides the good seed for tomorrow; this embryo should be nourished so that it can achieve maximum growth.

MAJOR CHALLENGES

Major challenges face trustees who would facilitate this transformation. They must:

1. Develop a definition and comprehension of the epidemiography of knowledge and information flow that cuts across type-of-library boundaries. This will involve widening their perception of knowledge and information resources, and recognizing that libraries and information services in Frankfurt, Pretoria, Beijing and Olean [New York] are all parts of a global infrastructure for education serving this country and the world;
2. Become conversant with the remarkable realm of information technology, beginning at ground zero – the local library's physical plant – and extending to complex systems which encompass and coalesce the formerly separate technologies of printing, telecommunications, computing, reprography and visual display;
3. Comprehend and advocate literacy and the unique value of the printed word while being cognizant of the worth and utility of the wealth of competing nonprint forms;
4. Define, help educate, find, price, hire and inspire future librarians worth their keep;
5. Develop improved means to respond to imperative social problems through the library;
6. Devise new ways to achieve monetary support and diminish the problems of dollar insufficiency and maldistribution of funds, all the while moving toward a consensus position on selective pricing of services offered by the public library;
7. Clarify and exploit commonalities and distinctions between public and school libraries and librarians, striving for blended orchestration of school district and public library services scored to serve "educands" of all ages;
8. Communicate current and projected staffing needs to library schools so that they can educate a cadre of professionals who can offer pace-setting leadership that can catapult libraries to where they should be 20 years hence. Although graduates of library schools are conversant with established tasks (e.g., evaluating, processing, organizing, retrieval and collection development), more is needed at a time when networks, CDs, online technology and composite and adhocratic forms of governance are making old rules of the game invalid. Too many library school graduates lack the acuity, openness of spirit and decisiveness that the public library's pending rite of passage will demand;
9. Become completely versed in library standards and fight for their implementation so that an adequate minimal floor of quality can be established and raised in response to social imperatives. Doing this will entail enrichment and enlargement of trustees' sense of what constitutes quality public library service; and
10. Develop and apply self assessment tools to measure and report the impact of the library's resources, programs and services on the community.

AN ACTION AGENDA TO MEET CHALLENGES

The following Action Agenda should be followed to address the foregoing ten challenges:

1. Information services are fast becoming the primary fuel of our economy. Trustees should use to advantage Major Owens' argument that "public libraries are a vital part of our overall national educational infrastructure."[1] Similarly the case should be made for our societal/cultural/intellectual infrastructure. Trustees must commit themselves to consideration of a shared school-public library investment in social capital formation, developing community sites where the various agencies can collaborate in the design, delivery and interpretation of essential information resources. Perhaps this will call for a brand new multifaceted professional, one versed in learner psychology, information management, counseling procedures and client rights as well as literature and librarianship; someone who can be designated as "case manager for the whole child in his learning ecosystem."
2. Information literacy is new, different, admittedly elusive and difficult to achieve, being above and beyond other forms of "literacy." Today's board of trustees should include at least one member who has a relatively secure insight into what is happening on the information technology front line. Alternatively, expert consultants should be brought in, interrogated and encouraged to expose their depth of knowledge in freewheeling fora which allow for comparisons of views and revelation of vying consultants' varying levels of competence. Board members should additionally expose themselves to one of the many short courses and seminars in information technology now being offered throughout New York State. Trustees must avoid at all costs becoming members of the fast-expanding "info-peasant" class.
3. Develop a fine-tuned awareness of what the various media do and don't do. Do not take seriously glib generalizations about the inevitable demise of the book. The book remains the best vehicle for recreational and concentrative reading of fiction and the classic literary landmarks; its portability, hospitality to underlining and marginalia, its self-pacing feature, aesthetic qualities and lack of dependence on a power supply are unique attributes. At the same time, be prepared to see basic reference tools such as the encyclopedia, dictionary, biographical reference tool, handbook, almanac, directory and atlas replaced by compact disc and online counterparts by 2000 A.D. This is because digitalization of data increases manipulability and speed of access to a point where the old printed products are literally left in the dust. Expert systems now under development will provide all relevant reference information by integrating databases, computers, document suppliers, telecommunications networks, modems and ancillary equipment at a competitive price. One such system, "PLEXUS, an expert system for referral in the area of gardening, was created over a 20-month period and will be tested in a public library setting."[2] This same approach will soon be applied to development of referral systems across many other fields with appeal to a wide public.
4. In the years ahead library trustees must redefine staff responsibilities, root out deadwood, reconfigure their library's work force and consider the possibility of developing liaison positions to be jointly hired by school district and public library. Although schools are being proposed as sites where the many interrelated social, physical and economic problems of distressed communities can be addressed, they may have difficulty harboring the open, personalized, nonjudgmental environment that is required to facilitate free flowing, exploratory modes of inquiry. If the schools should not be able to reform their thinking, public libraries must be ready to step in and demonstrate leadership, assisting and espousing the view that the school library media specialist should be, more than anyone else in the building, a deparochializer of vision, a connecting link via networks to the world beyond the door.
5. Trustees should be vigorous instigators of innovative services for people who have special challenges to overcome, e.g., adults learning English as a second language or attempting to break free of illiteracy's shackles. The kind of program launched by Brooklyn Public Library highlights gains that can accrue when the public library is used as a place to attain literacy. A recent report by the public information associate at Brooklyn Public Library relates the results of bringing students and adults – who were reluctant to let families and peers know of their plight – into a lively program that benefits many of Brooklyn's over 400,000 illiterates.[3] Similar pleas must be made for children's services which have in recent years receded as more practical and less visionary students, seeking money, prestige, and career opportunity, have replaced the earlier cohort of crusading children's librarians. Dorothy Anderson makes three points that deserve airing: "1. Directors now need children's librarians to create a new generation of library users from among poor and immigrant populations. 2. Directors need the development of this new literate middle class to provide a future tax base for library support. 3. To create this support, directors need children's librarians who are compassionate, committed, and competent, and who will consciously target services toward the new populations. They call on children's librarians

to perform the miracle of turning reluctant, distracted, semiliterate children into tomorrow's informed taxpaying library-using citizenry."[4]

Locke and Kimmel make the complementary point that "librarians are masters of knowing stories that move listeners and readers, that promote inquiry, that allow a chance to step back and view ourselves and others in a new light. Public libraries all over the country have the opportunity to break the cycle of illiteracy and to intervene in the educational process.[5]

6. The economics of librarianship and information must be given intensive attention. Technologies must be costed out two ways: first for support of technical processing; and secondly for provision of bibliographic delivery via online systems, videotext and CAI. The cost-sharing formulae of the present will not suffice in the future. Local funding will have to be supplemented by intergovernmental grants and user fees *or* libraries will have to ignore or curtail many of the services that emerging technologies will permit. User fees for communication, database use and offline printouts have become the rule in public libraries, and search time is being costed out in most large libraries.[6] As libraries increase their functions and information serving responsibilities they will have to impose reasonable fees or renege, missing the greatest opportunity in the history of libraries. If the public library could be tied into public education (grades K-12), then such electronically mediated services would become part and parcel of general education to be supported by the state as a necessary public good. Whatever support formulae are devised, ambiguity, uncertainty, messiness and guaranteed rapid obsolescence will ensue, but this approach should be overwhelmingly favored over the alternative of institutional isolation, atrophy and death.
7. Clarification of the differing and overlapping position descriptions and roles of school and public librarians should be spearheaded by the State Education Department (SED). Currently, SED's bifurcated bureaucratic structure works against unification of the profession. It is confusing to have on the one hand a unitary approach reflected in the organization and objectives of a handful of library schools and the state and national library associations while SED maintains two separate overseeing units. Increasingly *all* librarians are becoming adept both as teachers and information managers. If the information infrastructure is as essential to education as discerning commentators say it is, library advisory functions should be concentrated within the Division of Library Development and this unit should assume primary responsibility for advising, monitoring, reporting and assessing library and information systems wherever they exist in the State. The current situation isolates school librarians from their professional kin in postsecondary education, public librarianship and corporate and governmental information agencies, fostering continuation of "separate and unequal" status for too many school library media specialists who often play the role of miscast alien in schools which retain hierarchical grading, rigid curricula, lockstep schedules and restrictive environments hostile to freedom of expression. The recent Supreme Court's mind-muzzling 5-3 decision (Hazelwood, Missouri School District) makes one suspect that schools teach but do not encourage the practice of free speech.
8. Trustees must know that library schools affiliated with institutions which place body count ahead of programmatic quality are on the mend. This is because, generally speaking, enrollments are upward bound. For other schools, head count is less important than (1) curricular vigor, including selective incorporation of pertinent skills and knowledge from management science, communication, computer science, law, public administration and the cognitive sciences and (2) proof that the dramatically increased costs to the parent institutions (computer hardware, software, online time) pay off in terms of graduates who have pride in their newfound profession and receive adequate remuneration for their service. To help the schools achieve programmatic excellence, Friends groups should join with state government in sponsoring matching grant scholarships and large libraries and systems should commit 0.5 percent of their operating budgets to assist nearby library schools in their efforts to build up adequate inventories of instructional equipment and software. Additionally, the schools badly need productive and intellectually daring faculty, enlivened curricula and closer ties to the field they must enrich if they are to attract the brightest and best. Because the "big giver" alums are graduates of the sciences, law, engineering and medicine, professional schools lack endowments and "soft dollars" and first class academic experience for students. One way to help ensure improvement during the next 20 years would be to initiate library school-public library system partnerships, a prudent investment in the future because only graduates from the best equipped schools can bring to their jobs expertise in automation and information systems design and management that can in turn reduce operational costs and the size of salary files while improving quality of service.
9. Imperative is the comprehension, adoption, advocacy and enforcement of a minimal standards floor for public libraries based on progressive views and hard evidence of what is required to undergird ade-

quate community service. The proposed *Quality Public Library Service in New York State: Minimum Standards and Levels of Excellence* is a necessary first step. However, research on adoption of change by libraries continues to confirm that word of mouth and advocacy by peers has the most meaningful impact on librarians' rethinking approaches to their work. State library development agencies' and library schools' judgments are perceived as being off the mark, visionary and intrusive. One way to mitigate resistance would be regionalized education of trustees to acquaint them with the managerial requirements being imposed by the computer age.

10. Finally, a way to ensure frequent, structured, comprehensive, and objective self appraisal will have to be established so that whatever administrative and operational mechanisms develop between now and 2000 A.D. will be properly maintained and periodically updated. "Hitherto libraries have been inflexible arrangements of catalog entries and materials on shelves and have been as passive as their materials. Library literature characteristically speaks of 'users' or 'readers,' but not about specific individuals." So says Frederick Kilgour in a recent article in *Library Journal*.[7] After speaking of past and present failures, he predicts a better tomorrow. "By the end of the century, however, librarians, even though they surely will not have discarded bibliography," will focus their professional concern on the treatment given each user as an individual even to the extent of supplying them with information before they seek it. All seekers of information will then enjoy the service now rendered by the one-librarian library, where the librarian knows the users individually and knows the information contents of the collection.

To travel from the large, passive, monolithic libraries of today to the active library of the future will require imagination and hard work. With the aid of artificial intelligence techniques such as expert systems, librarians will have to create dynamic collections of information, and librarians' activities will be ever increasingly intellectual. There can be no doubt that the exciting new librarianship ahead will bring with it great pleasure and satisfaction. To which one can only add "Amen." The public library may be destined to be the central force for preservation and continuation of our cultural and democratic heritage if the history of libraries repeats itself, if the schools' sorry neglect of libraries in the latter part of the 19th century recurs between now and 2000 A.D. One hopes that this will not happen, that the schools will muster the wit and willpower to build a comprehensive informational/cultural/educational coalition for excellence that can merge traditionally separate skills of public and school librarians, allowing their libraries to become all that they are capable of becoming between now and 2000 A.D.

"...key to success will be a cooperative, informed and expert work force..."

Whatever the governing aegis, the key to success will be a cooperative, informed and expert work force that can appreciate the symbiosis of libraries, the cause of liberty and fulfillment of the human spirit. The public library trustee is positioned to be a facilitator of a truly holistic process employing an alliance of innovators, a broad and durable educational presence in the community, and a work force that could enable the public library to fully achieve its destiny as a universal public good and symbol of human progress in the 21st century.

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REGENTS ADVISORY COUNCIL ON LIBRARIES: REPORT TO THE BOARD OF REGENTS CULTURAL EDUCATION COMMITTEE MAY 21, 1987

The Regents Advisory Council on Libraries is deeply appreciative of these annual meetings with your Committee. They give us an opportunity to report to you on our activities for the past year and on our program and concerns for the year ahead, and they afford you an opportunity to give us your reactions and to suggest where we should most usefully concentrate our efforts and what additional activities we might undertake.

Our principal activities in the year just ending have included advising the State Education Department on the regulations and other steps needed to implement the library-related legislation of 1986; assisting with the substance and language of your 1987 legislative proposals; working with Roberta Cade and Judith Levine on the plans for a comprehensive Study of Library Systems and Services, and with Ms. Cade and Dinah Lindauer's committee on the Statewide Library Automation Plan. We have also kept an eye on the revamping of the interlibrary loan system. A large part of each of our meetings is spent on money matters, and we were gratified that Commissioner Ambach joined two of our meetings for an hour or two and gave use his insights into the budgetary and legislative situations, which proved most helpful in our deliberations on these matters. (We hope that Commissioner-designate Sobol will be willing, likewise, to spend some time with us.) *

THE STATE LIBRARY

We have worried about the continued shortage of professional and support staff in the State Library, the Division of Library Development and the Bureau of School Library Media Programs.

As for the State Library, we cannot stress sufficiently its importance as a nationally prominent, major research library serving government, business and individuals directly as well as indirectly. Housing the official Law Library and the official Medical Library, both of which would be noteworthy as institutions in their own right, the State Library offers leadership to other libraries – public, academic and private – through its technological innovations, its remarkable collections and its participation in national programs of preservation and access. It plays a vital role as a repository and distribution center for Federal and State publications. Its diverse services range from the translation of 17th century Dutch colonial documents to some 6,000 responses annually to requests for legal information from inmates of the State's correctional institutions. The celebration of the two millionth volume on April 29 reminds us of our responsibility – ours in the Council and yours as Regents – for the future of the Library.

We are concerned this year, as we have been in the last several years and as my predecessors have noted in these meetings with you, about what seems to us to be an excessive and dangerous reliance on Federal funds. A recent staffing report showed that just about one third of all authorized positions and one third of all positions actually filled are financed by Federal funds – most of which are intended to go directly to the State's public libraries for initiating and expanding programs.

LIBRARIES AND THE REGENTS' GOALS FOR EDUCATION

The library community has enthusiastically supported your programs for excellence in education, at all levels, and has been gratified by your recognition of the essential role that libraries play in these programs. In this context, funding for libraries has increased in the last two years quite substantially. We applaud your 1987 legislative proposals for library aid, for increasing school library materials aid and for elementary school library media specialists. We are disappointed that the Legislature so far has failed to enact them.

We are especially appreciative of your willingness to increase the dollar amounts of the library omnibus bill and your inclusion of public libraries in other legislative proposals such as the "coordinated community-elementary school library" program and the Senior Citizens Comprehensive Education Act. We note with great satisfaction that these proposals treat libraries as significant integral components of the State's overall educational program, and we urge you to continue to include libraries of all types in other legislative initiatives that you develop. We also urge you, again, to do everything in your power to bring about regular annual increases in State aid for ongoing library programs, akin to what you are accomplishing for the public schools.

Yes, funds for libraries have been increased – but so have the demands on libraries for more varied and better services. At the risk of making an oversimplified and possibly too sweeping statement, we might say that the more we get, the more we are expected to do, and the "more" that we get never seems to be adequate to the "more" that we are expected, and want, to do. Libraries

* Thomas Sobol was formally inaugurated as Commissioner of Education on October [16], 1987.

now are expected to provide a variety of media (the latest being compact disks) not thought about even a few years ago, without reducing the availability of more traditional materials. Libraries have a major role in the literacy program and in providing education and information for people who do not speak English, programs that are likely to require far greater efforts and resources with the implementation of the new immigration law.

"...the more children read, the better they read ... better accomplishments in school overall."

Research has shown that the more children read, the better they read, and that the better they read, the better are their accomplishments in school overall. In this context, libraries and their specialist children's librarians play a crucial role. We are concerned about the growing shortage of librarians, especially those serving children and youths in both public libraries and schools – a shortage that will soon become critical as more and more librarians experienced in this area reach retirement age and replacements cannot be found.

Libraries will surely be called on to play a major role, the extent to which is not yet apparent, in the lifelong learning programs that are major objectives of your education policy. Whereas library services have been geared traditionally to adults and young adults, there will now be a much greater focus on the preschoolers and young parents and parents-to-be involved in "Better Beginnings" and on people of all ages, including senior citizens, addressed in "Successful Completions."

It is for these reasons that the comprehensive Study of Library Systems and Services has been launched. We trust that you will not only continue to give the study a very high priority and your full support, but also watch it closely and use its findings to shape your policies in the future.

INTERLIBRARY COOPERATION AND INTERSYSTEM COOPERATION

Cooperation among libraries is fundamental to the efficient and effective use of their resources and to all efforts to achieve the Regents' goal of timely and free access to a full range of information resources without restriction. In the past two decades, technological advances in data processing and communications have given a tremendous boost to interlibrary cooperation and resource sharing – hence our involvement with the Interlibrary Loan Redesign project and the Statewide Library Automation Plan. We are delighted with the support you have given to these related programs and with the progress that has been made, however painfully; but a word of caution may be in order: even though the cost of equipment has been declining steadily, there is a need for personnel with additional talents, more specialization and better (or different) training – and staff costs keep going up. If I may voice a personal view that my colleagues in the library field have heard me express many times, we must be wary of the overly enthusiastic people who think that any problem can be solved by throwing another computer at it.

"Within a ... system may be wide disparity among constituents as to resources and services...."

To foster interlibrary cooperation, the State has created three basic structures: public library systems, reference and research library resources systems and, most recently, school library systems. These structures have grown in size and importance, and form the base for many services that individual libraries render and for many services that individual libraries by themselves could not render. But their advent and growth have also brought problems of governance. Sometimes there is conflict between the system and its constituents over which should do what – and who should get the money and how it should be spent. As an individual public library acquires more facilities, more resources and greater sophistication, it may come to feel that the system of which it is a constituent has become superfluous and that membership in it has become burdensome. Within a public library, a regional or a school library system, there may be a wide disparity among constituents as to resources and services, both quantitatively and qualitatively.

There is also a growing need for cooperation between and among systems, both within a region and between regions, statewide. These matters – cooperation both by units within a system and by systems with one another – have been under study recurrently. They were addressed in the 1981 report of the Commissioner's Committee on Statewide Library Development; they were high on the agenda of the Library Systems Conference held in Albany a few weeks ago under the aegis of the Division of Library Development; and they will, we hope, be brought into sharp focus by the Study of Library Systems and Services.

STANDARDS FOR PUBLIC LIBRARIES AND SCHOOL LIBRARY MEDIA CENTERS

At last year's meeting with your Committee, Janet Welch, the chairperson of this Council, noted that "Standards for public libraries should be reviewed and revised and adherence to them should be monitored." I am pleased to report that, in part because of the disparity in the quality of services, the Council has initiated a revision of standards for public libraries and for school library media centers. The former is under way; the latter has been endorsed by Assistant Commissioner Murphy, who has requested the funds necessary for this effort.

The existing standards are old and do not take into account, adequately, the changes that have occurred in resources, in technology, in the demand for services and in the character of the communities served. Your programs for excellence in education make a revision of these standards at this time most appropriate. A committee of experts, appointed to work with staff members of the State Library on revising the public library standards, has already begun its work and is due to have its initial report ready for circulation to the field by the end of the summer. A similar committee has been suggested to work with the Bureau of School Library Media Programs on new school library standards, which will begin its task as soon as funds are available.

Serious policy questions arise as these standards are developed. Will there be penalties or incentives to upgrade for institutions that do not meet the standards? Will there be "bonuses" of some kind for institutions that exceed requirements? And will there be enough staff at the state level to counsel institutions, monitor compliance and assess the results? Once the policy questions are resolved and the new standards have been completed, the Council is prepared to assist in the drafting of Commissioner's regulations to implement them.

A LOOK AHEAD

We commend the Regents for their strong endorsement of the proposed 1989 White House Conference on Library and Information Services. Your leadership in affirming this strong support of the Conference in *Federal Legislation and Education in New York State* doubtless has been a major factor in the outstanding support our Congressional delegation has given the Senate and House resolutions requesting the President to call the Conference. In the remainder of this year we need to examine ways in which a state-level conference, much like the Governor's Conference on Libraries in 1978, can have maximum impact on moving forward our priorities for library services.

We are also prepared to assist with the 1988 *Statewide Plan for the Development of Postsecondary Education in New York State*. Your inclusion of libraries in higher education planning recognizes that college and university library resources are important to all the people of the State, and that our library systems, which also include public, school and special libraries, are important to higher education. Your programs for library resources, services, resource sharing, telecommunications and preservation of library materials are significant dimensions of your commitment to goals of access, equity and excellence.

"Your programs ... are significant dimensions of commitment to goals of access, equity and excellence."

At the start of this report we indicated that the Council has been worrying about money. More services, better services, automation and networking, higher standards, better defined standards and compliance with them – all these important issues involve questions of money. Not just how much money, but also in which form. As the Study of Library Systems and Services proceeds, we will all be dealing with such questions as: Are unrestricted annual per-capita or other formula appropriations wiser and more productive than project-directed grants? Should distribution come through the "system" – public library, 3R's or school library – or should funds go directly to individual libraries? Which is more productive, and which can be monitored more easily? What of the relationship between State and local funding: As State aid increases, will local funding decline? Will State aid and "system" or regional governance bring with it an undesirable diminution of local autonomy and local authority? But then, doesn't interlibrary cooperation require localities to cede some of their autonomy not only in their own enlightened self-interest but also for the benefit of others in their region and their network? And can the State impose reasonable, firm standards that apply equally and equitably to communities large and small, to affluent and to economically and culturally deprived communities? How does a particular initiative, such as the proposed regional high schools of excellence, relate to other, established programs? How can local libraries and school library media centers become integral participants in this program, as they ought to be in every educational endeavor?

These are among the major questions to be addressed by the Study of Library Systems and Services. These same, major questions arise with every new project and every new appropriations bill. They are being studied by a host of committees and other groups within the department and various organizations of the library community: they surface in one way or another at all the meet-

ings of the Regents Advisory Council. We don't have ready answers; but we will be glad to work with you, the Department and any other interested organization to devise satisfactory solutions. And we will have policy advice for you this fall as you develop legislative proposals and new program initiatives to reach our mutual goals of full access to educational resources and excellence in educational achievement.

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